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A REGIONAL SYSTEM REORGANIZATION PLAN FOR NEW JERSEY COUNTY LIBRARIES, A STUDY CONDUCTED FOR THE NEW JERSEY STATE LIBRARY.

Nelson Associates, Inc., New York, N.Y.

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In this study undertaken to evaluate the role of the county library in the emerging New Jersey library pattern, information was gathered through personal interviews, consultation with authorities on library government, group meetings with state library personnel, and questionnaires on opinions of county library service sent to trustees, librarians and school administrators. A detailed plan for the development of regional library service systems for those counties now operating county libraries is set forth. Based on principles of recognizing the New Jersey tradition of local autonomy, a close relationship to county political structure, and consistency with the emerging New Jersey area library development plan, recommendations involve--(1) establishment of regional libraries initiated by action from municipalities and counties, (2) government by a regional board representing county government, the public, county school systems, institutions of higher education and local libraries, (3) county library assets and liabilities transferred to the regional board and operated as regional libraries, (4) a financial pattern with the state meeting minimum service costs and the counties and the state sharing the cost of extended programs, and (5) administrative regulations empowering the state library to devise regional standards, formulas for state aid, and contractual relationships with the regions. Appended are the study questionnaires and tables showing county library resources measured against standards. (JB)

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A REGIONAL SYSTEM REORGANIZATION PLAN FOR NEW JERSEY COUNTY LIBRARIES

A Study Conducted for the New Jersey State Library

Nelson Associates, Incorporated

April 1967

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April 28, 1967

Mr. Roger H. McDonough
Director
New Jersey State Library
State House Annex
Trenton, New Jersey 08625

Dear Mr. McDonough:

Enclosed herewith is a report of our findings concerning county library service in New Jersey.

We are convinced on the basis of our study that the inherent problems which have faced the county libraries cannot be overcome by any short-term measures. Accordingly, the main thrust of our report is directed to library needs on a regional, rather than on a county-wide basis. Over the years the county libraries have fulfilled a vital function in providing library service, but in our opinion the time has now come to reassess the contributions which these agencies can perform.

It has been a genuine pleasure for us to undertake this assignment for the State of New Jersey. We look forward to further explication of our recommendations with you and other interested parties.

Yours very truly,

Nelson Associates, Inc.

MANAGEMENT CONSULTANTS • CABLE ADDRESS NELSONCONS • BRANCH OFFICE WASHINGTON, D C

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INTRODUCTION

This report concludes a study undertaken for the New Jersey State Library in the summer of 1966 to evaluate the role of the county library in the emerging New Jersey library pattern and to recommend appropriate changes which will contribute to improved library service throughout the state.

STUDY METHODS

The consultants used a variety of means to obtain data. Heavy reliance was placed on personal interviews with State Library staff, the directors and staff of the county libraries, county library commissioners, freeholders, school administrators, library leaders throughout the state including certain members of the Library Development Committee of the New Jersey *Library Association*, and certain state officials from various state agencies. In addition, officers and the Executive Director of the New Jersey Association of Chosen Freeholders were interviewed. Advice was sought from the Director of the Bureau of Governmental Research, Rutgers, The State University and his staff concerning possible roles of county libraries as related to present county structure, the future of county government in the state, and certain considerations involved in legal changes in the status of county libraries. In all, 88 individuals were consulted during the course of the study.

In addition, group meetings were held with State Library personnel and members of the State Library Advisory Board.

Four questionnaires were developed to obtain views on county library service: one was sent to the presidents of the boards of trustees or the librarians of 120 member libraries; one was sent to the librarians of 44 non-member libraries; one was sent to the administrators of 295 public school districts; and one was sent to the administrators of 114 private schools. An analysis of these questionnaires comprises Appendix A.

Statistical information was obtained primarily from the New Jersey State Library, the county libraries, and appropriate state agencies.

Throughout the study S. Gilbert Prentiss, former State Librarian of New York, provided wise counsel and advice.

ACKNOWLEDGMENTS

The consultants are indebted to the directors of the New Jersey county libraries for their sustained cooperation throughout the course of this study. From the earliest days of county library organization the position of director has been a challenging one. But in recent years, because of inherent limitations in the organization and financing of the county library system, directors have been expected to provide service of unrealistic proportions. The highest degree of professional competence and devotion could not overcome such obstacles. It is the earnest hope of the consultants that the plans for improved library service recommended in this report will provide an opportunity for county librarians to utilize their considerable experience and talents and for the first time in many years gain proper recognition for their important contributions to library service in New Jersey.

Thanks are expressed also to the county library commissioners who managed to find time in busy schedules to talk frankly with the consultants about the pressing problems with which they are confronted. In the years ahead the State Library would be well advised to draw heavily upon the experience and insights that these interested citizens can provide.

Chapter I

REVIEW OF THE NEW JERSEY COUNTY LIBRARY

Established under a 1920 state law,[1] the New Jersey form of county library was designed to provide library service to municipalities not supporting a minimum level of library service within their jurisdictions. Between 1921 and 1963, 13 of the state's 21 counties—Atlantic, Burlington, Cape May, Camden, Cumberland, Hunterdon, Mercer, Monmouth, Morris, Ocean, Somerset, Sussex, and Warren—organized county libraries.

ORGANIZATION

According to law, no county library may be established unless assented to by a majority of the legal voters of the county on a referendum ballot. Such a referendum must be held by the freeholders upon the written request of at least 300 qualified voters of the county. In any county with a population of less than 150,000 persons, however, a county library serving all municipalities may be established by resolution of the board of chosen freeholders. Cumberland County Library is the only county library to be established under this latter provision.

Once assented to, county library services may be provided by contract between the freeholders and an existing municipal library or a county library in another county. But if such a contract is not entered into within 60 days of the favorable referendum, the freeholders must appoint a county library commission, a five-member governing board. Commissioners serve five-year overlapping terms without compensation and the law places no limitation on their reappointment. Empowered to make rules and regulations for the establishment and maintenance of the county library, commissioners are directed to hire a certified librarian and such additional professional assistants as they deem necessary. In addition they may purchase supplies and equipment, accept gifts and bequests of property and manage them in the interests of the library.

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[1] County library law, amended and supplemented to December 31, 1964 (New Jersey Revised Statutes 40:33-1 to 40:33-13. 2), is found in New Jersey Library Laws (Trenton: New Jersey State Library, 1965) pp. 15-18.

FINANCING

Freeholders are charged with the responsibility of determining an adequate budget for the establishment of the library and for its annual maintenance. In Cumberland County, the county library is financed from general funds. In the twelve other counties the budget determinations are certified to the county board of taxation which then establishes the rate of tax which will produce the required amount when levied upon the apportionment valuations of the municipalities to be served by the county library. This tax, known as the "county library dedicated tax," must be at least equal to 1/15 of a mill per dollar on the apportionment valuations.

Additional revenue for the county library comes from state aid for municipalities supporting library services from local taxes. The present law [2] provides a program of state aid to municipalities as follows:

(1) 40 cents per capita for municipalities expending for library purposes at least 1/4 of a mill per dollar of equalized valuation, and whose dollar expenditures for these purposes are at least $50,000 annually or who are members of a regional or county library system.

(2) ten cents per capita for all other municipalities supporting library services from municipal tax sources.

(3) equalization aid, for municipalities with less than 35,000 population that qualify for 40 cents per capita aid, to bring the sum of the 1/4 mill tax on each dollar of equalized valuation and the 40 cents per capita aid to equal $1.50 per capita.

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[2] Chapter 255, Laws of New Jersey 1966, approved August 29, 1966, amends the "State Library Aid Act," approved December 1, 1959 (P. L. 1959, c. 177).

The state aid is paid to the governing body of each qualifying municipality except when the municipality is a member of a county library system, in which case the county treasurer is the receiver. By resolution of the county library commissioners the aid may be disbursed to the eligible municipalities either in the form of cash or library services. If the decision is to distribute cash, no municipality may receive more than 15 cents per capita; the balance of 25 cents, in the case of a maximum grant, is retained to assist in supporting county library services.

Although a comparable state aid program was enacted in 1959,[3] the state legislature failed to appropriate sufficient funds to meet its statutory obligation until 1966. The record of annual appropriations is shown in the following table.

Table 1

NEW JERSEY STATE LIBRARY AID

Year	Amount Required To Fulfill Commitment	Appropriation Amount	Appropriation Percent of Amount Required
1960	$1,371,943.29	$ 400,000	29.2%
1961	1,310,853.89	400,000	30.5
1962	1,323,637.07	600,000	45.3
1963	1,319,776.10	600,000	45.5
1964	1,329,597.64	800,000	60.2
1965	1,444,866.10	1,372,917	95.0
1966*	1,865,528.84	1,865,529	100.0

* Not audited.

SOURCE: Public and School Library Services Bureau
New Jersey State Library
New Jersey State Department of Education

In 1959, the state introduced a program of establishment grants for county libraries, regional library systems, and library federations. Under this provision the state offers $20,000 per year for each of three years to assist in meeting the initial organizational costs of such area-wide library undertakings.[4] These sums are made available in addition to other grants described above. Again in 1966, a state policy to encourage the formation of larger units of service and to meet emergent conditions in any county or municipality was confirmed by the statutory provision of $100, 000 for such purposes during any fiscal year.[5]

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[3] Original statutory minimum aid was five cents per capita; maximum was 35 cents per capita.

SERVICE AREAS

A library organized according to the provisions of Article 1, Chapter 54 of Title 40 of the New Jersey Revised Statutes is known as a "municipal library" and is supported by a municipal levy of at least 1/3 of a mill per dollar on local assessable property. Any municipality supporting such a library is exempt from the county library tax unless the municipal governing body passes a resolution to pay the tax and be included in the county library service program. All municipalities without a municipal library are by law included in the program.

In only two of the 13 counties with county libraries—Cumberland and Sussex—are all municipalities in the county served by the county library. In Cumberland County, the county library was established by law for all municipalities in the county, and in Sussex County, the single municipality with a municipal library has chosen to be part of the county library program. In the eleven other counties, one or more of the municipalities that support municipal libraries have elected not to receive county library service. The following list shows for each county the number of municipalities served by the county library and the number of municipalities not served as of December 31, 1966.

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[4] New Jersey Revised Statutes 18:24 A-8, New Jersey Library Laws, p. 26.

[5] Chapter 255, Laws of New Jersey, 1966, approved August 29, 1966, amends the "State Library Aid Act," approved December 1, 1959 (P. L. 1959, c. 177).

Table 2

NUMBER OF MUNICIPALITIES SERVED AND NOT SERVED BY A COUNTY LIBRARY

County	Municipalities Served	Municipalities Not Served	Total Municipalities
Atlantic	22	1	23
Burlington	39	1	40
Camden	32	5	37
Cape May	15	1	16
Cumberland	14	0	14
Hunterdon	23	3	26
Mercer	7	6	13
Monmouth	42	11	53
Morris	30	9	39
Ocean	30	3	33
Somerset	19	2	21
Sussex	24	0	24
Warren	18	5	23

In some of the counties, exempt municipalities represent significant proportions of the county's population. As shown in Table 3, the area served by the county library has less than three-quarters of the county's population in Atlantic, Camden, Mercer, Monmouth, Morris, Ocean, and Warren Counties.

The service area of Burlington County Library, which covers 811.44 square miles and has a 1965 estimated population of 256,700, is the largest service area for any county library in terms of both land area and population. The smallest in area is the 159.37 square miles of the Mercer County Library. Warren County Library, with an estimated 31,680 people in its service area in 1965, serves the least number of people.

Table 3

SERVICE AREAS OF THE COUNTY LIBRARIES
AS OF DECEMBER 31, 1966

	Number of Municipalities	Area		Estimated 1965 Population*	
		Number of Square Miles	As Percent of Total County	Number	As Percent of Total County
Atlantic	22	553.63	97.9%	114,920	65.1%
Burlington	39	811.44	99.0	256,700	92.6
Camden	32	182.84	82.3	241,060	54.1
Cape May	15	259.74	97.9	44,260	85.1
Cumberland	14	502.40	100.0	119,840	100.0
Hunterdon	23	433.30	99.2	52,050	84.5
Mercer	7	159.37	70.5	78,990	26.6
Monmouth	42	414.50	86.9	245,730	59.7
Morris	30	433.08	90.7	217,720	66.3
Ocean	30	567.57	88.9	98,250	68.5
Somerset	19	301.30	98.8	156,140	86.1
Sussex	24	526.30	100.0	61,120	100.0
Warren	18	350.00	96.7	31,680	45.5

* New Jersey Population Estimates - 1965 (Trenton: New Jersey State Department of Conservation and Economic Development, February 1966).

SERVICE UNITS

Services provided by the county libraries fall into two groups: (1) services offered directly to individuals through county library headquarters, county library branches and county library bookmobile service and (2) services given to other agencies, such as libraries and public and private schools. Services to stations cannot be categorized as a group—some stations, such as a collection left in a nursing home or in a private home for nearby residents, are like bookmobile stops; other stations have special facilities, definite hours, and paid personnel, and function more like libraries. The number of service units for each county library is shown in Table 4.

Table 4

SERVICE UNITS OF THE COUNTY LIBRARIES
AS OF DECEMBER 31, 1966

				Member Libraries				Schools		
	Branches	Bookmobile Stops	Stations	Municipal Libraries	Association Libraries	Libraries with No Legal Status	Total	Public	Private	Total
Atlantic	0	8	6	0	11	0	11	66	9	75
Burlington	1	64	4	0	14	0	14	103	22	125
Camden	0	0	7	1	16	0	17	87	13	100
Cape May	0	0	11	0	7	0	7	20	2	22
Cumberland	0	36	0	2	3	0	5	15	0	15
Hunterdon	0	26	4	3	1	0	4	28	0	28
Mercer	2	31	1	0	2	0	2	0	0	0
Monmouth	1	60	7	2	15	6	23	77	20	97
Morris	0	59	16	2	19	3	24	91	16	107
Ocean	2	26	10	1	3	0	4	32	2	34
Somerset	0	29	14	0	12	1	13	60	18	78
Sussex	2	13	14	1	4	0	5	29	8	37
Warren	0	55	20	0	2	0	2	21	0	21

Headquarters. The headquarters of the county library is located, in each case, in the county seat. Six of the libraries—Cape May, Cumberland, Monmouth, Morris, Somerset, and Sussex—have plans for new quarters.

Branches. Five county libraries have either one or two branches. Burlington has a branch in Cinnaminson Township; Mercer has a branch in Lawrence Township; Monmouth has a branch in Ocean Township;[6] Ocean has two branches, one in Brick Township and the other in Ship Bottom Borough; and Sussex has two branches, one in Franklin Borough and one in Vernon Township. Monmouth has plans for a second branch and there is some talk about additional branches in Sussex.

A sixth county library—Cumberland—is contemplating the establishment of a branch.

Bookmobile Service. Camden and Cape May county libraries offer no bookmobile service. All other county libraries provide this service, with the number of scheduled stops for winter 1966 ranging from eight for Atlantic County Library to 64 for Burlington County Library. Stops are made weekly in Atlantic; bi-weekly in Cumberland, Hunterdon, Monmouth and Somerset; a combination of weekly and bi-weekly in Burlington, Mercer, Ocean and Sussex; and every four weeks in Morris[7] and Warren.

Stations. The number of stations is declining in many counties. In many instances, the station has proved to be an inadequate library facility. Some of the former stations were located in private homes which severely restricted the size and use of the collections.

Only Cumberland County Library has no stations. Warren County, with 20 stations, has the greatest number of any county library but even this is far fewer than the 94 which were operating as late as 1958.

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[6] Monmouth also has what might be considered a branch in Allentown Borough since the librarian in the Allentown Library is paid by the Monmouth County Library. However, in this report, the Allentown Library is counted according to its more common designation as a member library.

[7] Fifty-eight of Morris County Library's 59 bookmobile stops are made every four weeks; the one other stop is made weekly.

Member Libraries. Table 4 shows that the number of member libraries in a county library "system," as of December 31, 1966, ranged from two each in Mercer and Warren Counties to 24 in Morris County. Most of these member libraries in the 13 counties are association libraries, which are libraries organized and incorporated as private non-profit institutions by local civic leaders interested in establishing library service for the community. Association libraries frequently look to local government for some measure of support which often is given in the form of a rent-free small building or space in the local town hall, together with maintenance service, and sometimes, in addition, an annual financial grant.

In addition to association libraries, there are twelve municipal libraries served by county libraries. The county libraries in Camden, Ocean, and Sussex serve one municipal library; the county libraries in Cumberland, Monmouth, and Morris serve two municipal libraries; and Hunterdon County Library serves three such libraries. Also included in the figures for member libraries are a few libraries that have no legal status as libraries but are considered such because their setup is more like that of a library than a station.

Information describing the service relationship of member libraries to the county library was sought by means of a questionnaire sent to the president of the board of trustees or the librarian, if there was no board, of 120 member libraries. Of the 120 questionnaires, 75, or 62.5%, were returned and tabulated. Details of these tabulations appear in Appendix A.

Almost all libraries represented in the returns (70 out of the 75) had books on loan from the county library in 1965. Very few had films, records, or periodicals on loan in that year: five had films, five had records, and five had periodicals. In addition, 41 of the libraries had participated in library service training or staff workshop sessions at least once during 1963, 1964 and 1965; 33 had received book selection advice in 1965; and 19 had received juvenile programs in 1965. Other services from the county library reported by the member libraries included bookmobile service, special request books, the McNaughton service, and assistance with printing.

The questionnaire asked the respondent to evaluate the service of the county library in terms of their own library's needs. In the 75 questionnaires returned, 25 respondents rated the service as "excellent," 26 rated it as "good," 15 rated it as "fair," seven rated it as "poor," and two gave no answer.

Public Schools. Mercer County Library is the only county library that does not provide service to schools. The number of public schools served by the county library in the twelve other counties ranges from 15 in Cumberland to 103 in Burlington.

To determine the present and future use of county library service by the public school districts, questionnaires were sent to administrators of 295 school districts where schools receive county library service. Of the 295 questionnaires sent out, 243, or 82. 4%, were returned and tabulated. Detailed information on these reponses may be found in Appendix A.

For the twelve counties as a whole, the service used by the greatest number of public school districts is the provision of classroom collections. Of the 243 school districts represented in the questionnaire returns, 154, or 63. 4% were reported as currently using classroom collections from the county library. In descending order, the use of other county library services by school districts is as follows: central library long-term loans (141 districts), short-term subject loans (138 districts), individual reference loans (122), book selection advice (78), assistance in organizing a central library (64), library staff training or workshop sessions (47), periodical loans (25), cataloging service (18), purchasing or acquisition service (15), and physical preparation service (12).

Most school districts plan to use these services as much or more in the next ten years as they do now. For most of the services (nine of the eleven listed), plans for future use were most frequently described as being at the same level as current use. For all eleven services, 42% to 60% of the districts now using a service plan to use it as much in future years. Together, the districts that plan to use a service to the same extent in the future and the districts that plan to use a service to a greater extent account for from 70% to 92% of all districts currently using the service.

In addition, a number of school districts reported plans to use services in the future, if available, that they do not now use. The greatest interest in additional service was shown in library staff training or workshop sessions (37 districts in the twelve counties), cataloging service (27 districts), and assistance in organizing a central library (27 districts).

Administrators were also asked what plans had been made, or were likely to be made, for school library development in their districts over the next five years. Plans mentioned most frequently in responses were for professional personnel to be hired either for the first time or in addition to professional personnel already employed (84 districts); enlarged book collections (50 districts); central libraries in the new schools being planned (41 districts); central libraries in schools without central libraries (39 districts); and enlarged library facilities (35 districts).

The 243 questionnaire returns represent 100 secondary schools and 568 elementary schools. All of the 100 secondary schools and 366, or 64. 4%, of the 568 elementary schools were reported as having central libraries. Plans for central libraries in existing schools, reported from 39 districts, would provide library facilities in an additional 66 elementary schools. Of the remaining 136 elementary schools without central libraries, 53 have no plans for central libraries, 81 were not reported on concerning central library development, and two will soon be closed.

Private Schools. Nine of the county libraries—Atlantic, Burlington, Camden, Cape May, Monmouth, Morris, Ocean, Somerset, and Sussex—serve private schools. Questionnaires inquiring into the present and future use of county library service were sent to the administrators of 114 private schools served by county libraries. Fifty-five, or 48. 2%, of the questionnaires were returned and tabulated.

In these returns, private schools were not reported as using county library services to as great an extent as were public school districts. The county library service in greatest use by these private schools is central library long-term loans. Some 29, or 52. 7%, of the schools use this service. Other services provided, in order of use, are classroom collections, in 27 schools; short-term subject loans, in 23 schools; book selection advice, in 16 schools; library staff training or workshop sessions, in ten schools; assistance in organizing a central library, in nine schools; periodical loans, in six schools; cataloging service, in six schools; physical preparation service, in three schools; and purchasing or acquisition service, in one school.

Future use of these services by the private schools is proportionally less heavy than that indicated for the public school districts. While from 70% to 92% of the public school districts currently using a service plan to use that service as much or more in the next ten years, the corresponding range for private schools is from 33% to 77%.[8]

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[8] The range would be increased to from 33% to 100% if it included the one school currently using the purchasing or acquisition service and planning to use it to a greater extent in the future.

A number of schools plan to use services in the future that they do not now use. The greatest interest for additional service was shown by seven schools for individual reference loans.

The two plans for school library development mentioned most frequently were for enlarged libraries and enlarged book collections, each listed by 15 administrators. Of the 55 private schools in the questionnaire returns, 42 have central libraries. The plans for school library development list central libraries for four of the 13 schools now without them.

RELATIONSHIP OF THE COUNTY LIBRARY WITH OTHER EDUCATIONAL AGENCIES

Audio Visual Centers

The State Department of Education has established audio visual centers in each of the 13 counties studied. At the present time county librarians are ex-officio members of these agencies, but there are as yet no significant cooperative activities planned between the centers and the county libraries. The centers are oriented essentially toward school needs and no steps have been taken to redirect this emphasis. Title III of the Elementary and Secondary Education Act of 1965 does provide some incentive for establishing materials resource centers based upon cooperation between various types of educational and cultural organizations. To date there are no plans to involve county libraries and the audio visual centers in a Title III activity.

County Colleges

The New Jersey State Board of Education has approved county colleges for nine of the 13 counties with county libraries—Atlantic, Burlington, Camden, Cape May, Cumberland, Mercer, Morris, Ocean and Somerset. Three of these county colleges—in Atlantic, Cumberland and Ocean—were opened in the fall of 1966. No present or prospective relationship between county libraries and county colleges was found to exist in any county.

THE COUNTY LIBRARY IN THE AREA REFERENCE LIBRARY PROGRAM

In 1964, a state-wide plan for library service was set forth in the report, Libraries for the People of New Jersey or Knowledge for

All.[9] This plan outlines three levels of library service: (1) local facilities, (2) area services, and (3) state-wide specialized and research resources. At the second level, the state is divided into 22 library areas on the basis of population, traffic patterns and market areas. In each area, a designated library is to be....

> developed to backstop the many local units in schools and communities. These will be strong points to which both smaller libraries and individual readers from communities and schools can turn when local facilities do not suffice.... Area centers as here conceived would grow in time into a strong form of library facility, serving public, school, and academic libraries in large districts of from 200,000 to 500,000 people.[10]

In 1965, the State Library put the library area program in motion by channeling federal funds available under the Library Services and Construction Act to the area libraries to support reference services in their respective areas. To date, fifteen libraries have been designated "area reference libraries" by reason of their developed strength in holdings and professional resources. Area reference libraries are yet to be named in the seven other library areas of the state.

The fifteen area reference libraries include six county libraries—Burlington, Cumberland, Monmouth, Ocean, Somerset, and Sussex. Because the reference areas for the six county libraries go beyond county lines, are less than county-wide, or include municipalities in the county that are exempt from county library service, none of these six libraries has the same service area for area reference service as for county library service.

The reference service area and county library service area most nearly coincide in the case of Ocean County Library. There, the reference service area is coterminous with the county, while the area receiving county library service excludes three municipalities.

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[9] Lowell A. Martin and Mary V. Gaver, Libraries for the People of New Jersey or Knowledge for All (New Brunswick, 1964).

[10] Ibid., pp. 47-48.

Both the reference service area and the county library service area for Cumberland and Sussex county libraries include all territory within these counties, but the reference service areas extend beyond county lines to other counties. Cumberland's reference service area includes, along with the 14 municipalities in the county, two municipalities in Atlantic County, two municipalities in Gloucester County, and nine of the 15 municipalities in Salem County. The reference service area for Sussex County Library includes the 24 muncipalities in Sussex County, 22 of the 23 municipalities in Warren County (the single exception being Hackettstown Town), and eleven of the 26 municipalities in Hunterdon County.

The reference areas served by Burlington and Monmouth County libraries are contained within the counties but include some municipalities exempt from county library service, and exclude others receiving county library service. Burlington's reference service area covers 34 municipalities in the county, including the one municipality (Willingboro Township) that is exempt from county library service, and excluding six [11] of the county's 40 municipalities. The reference area served by Monmouth County Library covers 51 of the county's 53 municipalities including the eleven that are exempt from county library service. The two municipalities in Monmouth County that are not in the library's reference area (but do receive county library service) are Allentown Borough and Upper Freehold Township. [12]

The reference service area for Somerset County Library excludes five muncipalities receiving county library service, [13] includes Somerville, which is exempt from county library service, and includes ten municipalities in Hunterdon County.

Of the seven county libraries not named as area reference libraries, four county libraries—Atlantic, Camden, Cape May, and Morris—are in areas for which no area reference library has yet been designated,[14] and three county libraries—Mercer, Hunterdon, and Warren—are in areas where another library serves as the area reference library. Of these latter three, Mercer County Library is in the Trenton Public Library Area,[15] Hunterdon County Library is in the Somerset County Library Area,[16] and Warren County Library is in the Sussex County Library Area.[17]

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[11] These six municipalities are in an area for which no area reference library has yet been designated.

[12] Allentown Borough and Upper Freehold Township are in the reference area of the Trenton Public Library.

[13] These five muncipalities are in the reference area of the Plainfield Public Library.

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[14] None of the municipalities served by Camden, Cape May, or Morris county libraries is presently served by an area reference library; however, two of the 22 municipalities in the Atlantic County Library service area are in the reference area of Cumberland County Library.

[15] All municipalities served by Mercer County Library are also in the Trenton Public Library Area.

[16] The 23 municipalities served by Hunterdon County Library are divided among three reference areas—nine municipalities in the Somerset County Library Area, ten municipalities in the Sussex County Library Area, and four municipalities in the Trenton Public Library Area.

[17] All municipalities served by Warren County Library are also in the Sussex County Library Area.

Chapter II

THE FUTURE ROLE OF THE COUNTY LIBRARY

Any reliable determination of the future role of New Jersey county libraries in the emerging pattern of library development throughout the state calls for some consideration of the character of that "emerging pattern." Solutions to the problems affecting county libraries will necessarily have an impact on the total pattern of service in the state. Reciprocally, those solutions should be compatible with this pattern and plans for its development. The discussion which follows is an attempt to indicate broadly the character of library development in the state in order to provide a background against which the critical problems of the county library and their relationship to this emerging pattern can be sharply outlined.

LOCALISM

First, a predominant aspect of the library service pattern is one of proliferation of local libraries, partly a result of habits of independence and competitive drive of municipal government in the state, reinforcing the tradition of a restricted role for the county. Although frequent lip service is paid to the advantages of and need for intergovernmental cooperation, county-wide and regional planning and coordination, progress in this direction has been limited by "the natural disinclination of municipalities to surrender any of their sovereignty."[1] The politics of localism has, in turn, been fed by a combination of population and economic circumstances which reached the point of critical impact during the 1950's and which appear to be having lasting effects in many of the counties included in this study. The process begins with population growth which reaches explosive dimensions and a parallel expansion in demand for local public services. New Jersey local governments have historically relied almost exclusively upon the property tax to finance local services and in the face of political resistance to rate increases on residential holdings have embarked upon energetic programs to attract the taxable wealth of industry. What has emerged, according to one student of the problem, is "a pattern of behavior more closely approximating rivalries in world economic affairs than a domestic system of government intent on aiding the process of economic development."[2]

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[1] State of New Jersey, Commission to Study Laws Affecting Industrial Development, Report (Trenton, 1957), quoted in Robert C. Wood, 1400 Governments: New York Metropolitan Region Study (Harvard, 1961), p. 105.

Preoccupied with their own problems in the heat of feverish competition for "ratables," individual municipalities tend to pursue what they perceive to be their own good. A multitude of separate and conflicting policies results which, in the political arena, has served to heighten antagonism between local governments and to accelerate the pace of "municipal mercantilism." Locked, as it were, in this framework of pressurized localism, local jurisdictions are "neither in a position to establish and enforce public criteria for appropriate conditions of growth nor to provide public services which the public sector requires"[3] on a county-wide or area-wide basis.

1964 PLAN FOR LIBRARY DEVELOPMENT

As already indicated in Chapter I, the 1964 plan for library development set forth in Libraries for the People of New Jersey or Knowledge for All is designed to assist local libraries in meeting their growing responsibilities to provide service to local readers. The plan is concerned with three levels of library service. At the first or local level, public, school, college, university and special libraries must be strengthened to serve as an adequate foundation for the network of interlibrary cooperation that is envisioned. When communities are unable to maintain their own libraries in line with specified standards because taxable sources are unequal to the task, consideration should be given to joining with one or more neighboring localities in order to secure the requisite economic base. A reference to county libraries in the 1964 state plan is made as one alternative available to communities too small to support adequately their own libraries.

> The localities and libraries within a whole county can join together in a county system. New Jersey has partial units of this kind in thirteen counties at present and they can be established elsewhere as needed. However, in many of these existing units two conditions work against the effectiveness of the combined agency:

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[2] Ibid., p. 112.
[3] Ibid., p. 113.

> some of the larger municipalities do not participate at all, but stand outside and exempt from the system, and some of the smaller municipalities continue to maintain their own libraries even though affiliated with the county program, thus in a sense perpetuating two library programs and two library tax assessments in the same locality. If existing county libraries in New Jersey were really to be unified systems over the whole county area, weak facilities would be eliminated—and yet each person would have his own county library, with a properly designated board and control over expenditures by his county officials. Here the analogy is to good county parks serving all residents of the area.[4]

At the second or area level of the network,

> . . . area libraries will constitute first a strong point to which individual readers can turn, second a center for existing smaller libraries, and third over a period of time the nucleus of groups of libraries functioning together in systems. Movement toward closely-knit systems should be pushed as rapidly as circumstances permit.[5]

Although the authors of the library area program recognize the need for formal library system organization and urge its rapid development, the most useful shape and structure it might assume are not considered.

The third level of service is for highly specialized services and materials to be provided by public and private specialized libraries with a Library Reference and Referral Office in the State Library channeling and directing requests.

Implementation of the plan is to take place as increasing amounts of state and federal funds become available. The importance of the development of area library centers is emphasized by recommending they be given first priority, along with state scholarships for professional study and field workers for school and public libraries. Second priority is given to establishment grants for joint, regional and federated libraries; the third level of the network; and the Referral Office. Third priority is given to state aid to local libraries.

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[4] Lowell A. Martin and Mary V. Gaver, op. cit., p. 45.

[5] Ibid., p. 49.

THE COUNTY LIBRARY IN THE PATTERN OF LIBRARY DEVELOPMENT

As an important part of the library service pattern in more than half of the state's 21 counties, the county library, following the contours of its original statutory mold, provides service appropriate to and characteristic of local community libraries. Although a larger role might be desirable for the county library, its inability to stretch to system dimensions is, for the most part, rooted in its legal basis. Except for periodic minor amendments, county library law has remained fundamentally unchanged from the day of its enactment in 1920. Forty-six years ago, the county library concept was new and was thought to hold the key to the problem of extending library service beyond the boundaries of urban communities already equipped with library facilities. But the law as framed did not confer upon the county library any intrinsic elements of permanence. What was devised was a library service organization which would automatically retreat in the face of municipal library development. No arrangements were made to enable the county library and developing municipal libraries to join together formally into a structure of service bringing expanding strength to each through an orderly evolution of new roles. Unable to respond effectively to changing conditions, what remains is a county agency whose future is uncertain.

PROBLEMS OF THE COUNTY LIBRARY

Problems of the county library noted during the course of this study, many of which stem from its legal basis, are discussed under the three categories of governance, finance and service.

Governance

1. The power and authority of the county library commission are unrealistically limited. The posture of the commission, as conferred upon it by law, is clearly not one of leadership. Strict construction of the county library law more nearly classifies the library commission as an executive department of county government rather than as the so-called "independent agency" it is generally said to be. Indeed the lack of authority, even in the sense of its exercise in behalf of, and as accountable to, the county governing body, becomes readily apparent especially when compared to the administrative and policy-making role of municipal library trustees in New Jersey.

While the law provides that the "county library commission shall . . . adopt rules and regulations for the establishment and maintenance of the county library,"[6] and charges the commission to employ a librarian, and to purchase materials and equipment, and to concern itself with other matters associated with library policy determination, it denies by omission any role for the commission in the budget-making process for the library. The law specifically singles out freeholders for this purpose and directs them to "determine a sum sufficient for the establishment, and annually thereafter, for the maintenance of the library."[7] Determined budgets are then certified by the freeholders to the county board of taxation which sets the rate of the dedicated tax to produce the desired yield. Further, a 1966 enactment empowers the board of chosen freeholders to acquire property and to construct buildings and facilities which in their judgment are necessary for county library services.[8]

By comparison, municipal library trustees are specifically charged with such responsibilities of management as the hiring of personnel and the fixing of compensation, the expenditure of funds for purchasing, construction and maintenance of buildings and facilities, and the investment of funds. Within the limits of their annual budgets, they possess absolute control over expenditures for the library service program. True, they act on matters involving capital expenditures only with the approval of the municipal governing body and the chief executive officer, but in all decisions of this kind they are properly singled out in the laws as the recommending agency. In short, responsibility for making decisions on library affairs is theirs. So recognized in law, it is the more readily accepted by those who exercise ultimate control over finances. This posture lends more weight to a request for a budget increase to raise professional salaries, to build a special collection, or a request for a municipal bond issue to enlarge the library. In addition, the presence of the mayor on the board of trustees provides not only an administrative link between the government and the library but gives a measure of political force to trustee communications with the governing body. This posture is not shared by county library commissioners. The law directs the commissioners to administer the library but reserves many decisions to the freeholders.

2. There are no structural ties between county libraries and their member libraries. Thus there is no definition of roles and responsibilities for the various member units. Effective library

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[6] New Jersey Revised Statutes 40:33-8.

[7] New Jersey Revised Statutes 40:33-9.

[8] New Jersey Senate Bill No. 425, approved August 11, 1966.

systems are usually built upon structural ties which facilitate communication and cooperation, and assist in defining the roles and responsibilities of each library member of the system. The New Jersey prototype of the county library displays no such structural ties. As a result, conditions of divided support for and divided responsibility and authority over local library service prevail. Two boards, the association or the municipal library board and the county library commissioners, pursue what each regards as its responsibility for local service. Because the goals of the two boards are the same, i. e., the provision or support of basic or local service, it does not necessarily mean that both are in agreement as to approach and method. The local board is closely oriented to local need and has little concern for similar dimensions of demand in other municipalities. The county board has an area-wide concern and attempts to meet a range of demand profiles expressed by various localities.

3. There is no provision for specific representation of member libraries. Thus member libraries play no formal role in formation of county library policy. The law calls for the appointment of five commissioners for overlapping terms of five years by the county freeholders. The only requirement for this office is that candidates be residents of the county. Occasionally appointments of individuals resident in dedicated tax exempt areas are made, diluting any sense of representation tax-paying municipalities may have.

4. Legal provisions controlling library commission appointments tend to reinforce the weakness of commission stature. Because the law lays down no specifications or qualifications for membership, freeholders are at liberty to appoint individuals as a form of political reward. Some librarians and commissioners reported to the consultants that they have had considerable success in influencing new appointments to the commission, but others have had little success. In counties where political fortunes are changing rapidly, freeholders may at one time respond favorably to the commissions' desires to make nominations, and under later and different political circumstances take a reverse position. Freeholders interviewed on this question generally expressed a willingness to entertain recommendations volunteered by the commissioners.

5. Present procedures of annual budgeting place considerable limitations on planning and development of the library in the face of library service needs which obviously extend far beyond the space of twelve months. Although the law does not give the library commission a role in the library's budget process, in practice the director of the library and the commissioners prepare a budget document for presentation to the freeholder board. But because commissioners are

effectively constrained by law and circumstance, they do not commonly concern themselves with long-term policy and development planning, and the budget usually does not address itself to more than the immediate problems of routine operation and survival. Dimensions of the budget tend to be very close to those that commissioners know will be accepted.

6. The inability of the commission to fix freely the compensation for professional services has inhibited professional development of a number of county libraries. The general practice among New Jersey counties is to adapt the state's civil service classification system to what they regard as the special requirements of county government. In the process of making the adaptation, the salary schedules for librarians have, in general, failed not only to reflect their professional status but the serious shortage of professionals as well. In most county libraries low salary scales have inhibited the broad professional development needed to carry out the full range of tasks expected.

Finance

1. The dedicated tax in its present form, i. e., distinguished from the county general levy, makes it a separate target for general resistance to tax increases. The dedicated tax suffers from total visibility--it is not just an item in a multitude of services supported by the county general tax; it is singled out and stands by itself alongside the general levy. It appears in this fashion on all county tax documents including the tax bill addressed to property owners resident in the county library service area. With this sharp reminder of what he is paying annually in dollars and cents for county library service, the taxpayer may be at a loss to understand why his community must be satisfied with the books he can see in the local library station or the once-a-week visit of a bookmobile. The county seat is far away, and he has no comprehension of the need for an extensive central collection backed up by a professional staff to carry out the area-wide circulation and support program. It is difficult for him to appreciate that his community and many others benefit from a resource that no one of them can afford to support alone.

As Sandoe and Brahm have pointed out in their 1961 study of the Monmouth County Library, "... instead of the county library tax being thought of as one centralized fund of pooled tax money to be used to give better library service to all within the county library district, each municipality tends to look at the amount of its own contribution—and wants to see service returned to the municipality equal to this amount."[9]

2. Increases in service demand resulting from the formation of association libraries are not accompanied by appropriate increases in county library revenue. Increases in the number of local libraries create a drain upon the resources of the county library. Of the 75 member libraries represented in the questionnaire returns, 21 had been established in the past ten years. Although new libraries may demand a wider range of services than did the stations or bookmobile stops they replace, no provision is made under present financing to pay for these increased services.

3. Library municipalization results in revenue losses from both municipal and state sources. Communities which municipalize their libraries generally are among the heaviest contributors to the county library dedicated tax fund. Disenchantment with county library service leads communities to believe that better use could be made of their tax money locally, and present state aid provisions offer an added incentive to municipalize. In the case of a maximum grant, an exempt community receives 40 cents per capita directly rather than the maximum of 15 cents per capita it receives as part of the county library system. For its part, the county library's loss is two-fold—the dedicated tax revenue and its share of state aid for the municipality.

4. The present state aid formula tends to aggravate the county library's financial problems. Not only does the formula tend to make withdrawal from the county library system attractive, as described above, but also it does not always produce equitable results in library services among municipalities. As one student of local government in New Jersey has observed:

> "Present [state] grant formulas are not geared to compensate decisively for differences in either demand-oriented or supply-oriented dimensions of municipal environment and they leave the relative position of the governments undisturbed. Hence their impact is to exaggerate present differences in financial status—enabling the smaller, outlying jurisdictions to rock along under their present structure of organization and finance."[10]

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[9] Mildred W. Sandoe and Walter T. Brahm, Monmouth County Library Survey (October 1961), p. 25.

[10] Robert C. Wood, op. cit., p. 112.

The absence of a control in the formula which would require grant applicants to meet specified standards of service in order to qualify leads to the continuous subsidy by the state of library operations which may never rise to an adequate level because local financial effort will always be insufficient.

Finally, although the present state aid formula provides grants on a per capita basis and rewards local effort when it reaches a quarter mill on apportionment valuation by raising the grants from the minimum of ten cents per head to 40 cents, there is no device which would compensate for differences in financial abilities of municipalities regardless of population. This means that the county must grapple with this problem at the level of distributing public library services. But because the state aid for the support of such services fails to take such differences into account, the level of aid remains generally inadequate.

Service

1. County library resources are often inadequate for the service role the county library is expected to perform. As a means of assessing the strength of county library resources, the holdings, annual acquisitions and personnel of the county libraries were measured against 1959 New Jersey County Library standards,[11] 1966 American Library Association standards for public library systems[12] and 1964 standards of the New Jersey Library Association's Library Development Committee for area reference libraries.[13] The three categories of "holdings," "annual acquisitions," and "personnel" were used because it is in these areas that both standards and county library data are uniformly available. Since much of this study was conducted during the latter half of 1966, the resources of the county libraries were analyzed using data for the year ending December 31, 1965, which was the latest period for which information was available. (Review of 1966 figures which have subsequently become available indicates that the new data do not substantially alter the situation.) The data on personnel have been updated, however, since for 1966 the information on personnel is for the first time given in full-time equivalents.

Over-all, no county library met every standard against which it was measured. As shown in Table 5, county libraries are most deficient in personnel—no county library met the New Jersey County

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[11] New Jersey County Library Standards (February 1959).

[12] Minimum Standards for Public Library Systems, 1966 (Chicago: American Library Association; to be published in 1967)

[13] Lowell A. Martin and Mary V. Gaver, op. cit.

Table 5

EXTENT TO WHICH COUNTY LIBRARIES MET STANDARDS FOR HOLDINGS, ACQUISITIONS AND PERSONNEL

County Library	New Jersey County Library Standards for County Library Headquarters[a]			American Library Association Standards for Public Library Systems[b]			Library Development Committee Standards for Area Reference Libraries[c]		
	1965 Holdings	1965 Acquisitions	1966 Personnel	1965 Holdings	1965 Acquisitions	1966 Personnel	1965 Holdings	1965 Acquisitions	1966 Personnel
Atlantic	No	Yes	No	•	•	•	-	-	-
Burlington	No	Yes	No	No	No	No	No	No	Yes
Camden	No	Yes	No	No	No	No	-	-	-
Cape May	Yes	Yes	No	•	•	•	-	-	-
Cumberland	No	Yes	No	•	•	•	No	No	No
Hunterdon	Yes	Yes	No	•	•	•	-	-	-
Mercer	No	Yes	No	•	•	•	-	-	-
Monmouth	No	Yes	No	No	No	No	Yes	No	No
Morris	Yes	Yes	No	No	No	No	-	-	-
Ocean	Yes	Yes	No	•	•	•	No	No	No
Somerset	Yes	Yes	No	No	?	No	Yes	?	Yes
Sussex	Yes	Yes	No	•	•	•	No	?	No
Warren	No	No	No	•	•	•	-	-	-

• These county libraries do not have the minimum population of 150,000 people in their service area considered necessary according to American Library Association public library system standards for "the most economical and effective use of staff, collections and funds."[d]

[a] New Jersey County Library Standards (February 1959).

[b] Minimum Standards for Public Library Systems, 1966 (Chicago: American Library Association; to be published in 1967).

[c] Lowell A. Martin and Mary V. Gaver, Libraries for the People of New Jersey or Knowledge for All (New Brunswick, 1964).

[d] Minimum Standards for Public Library Systems, 1966.

Library standard or the American Library Association standard for personnel, and only two of the six county libraries designated as area reference libraries met the Library Development Committee standard. Briefly, the status of the different county libraries vis-a-vis the standards is given in the following paragraphs. (Greater detail of this analysis is presented in Appendix B.)

The New Jersey County Library standard for holdings is "50,000 books minimum. One book per captia in areas over 50,000 population";[14] the standard for acquisitions is "3,000 yearly additions minimum";[15] and the standard for personnel is "one staff member for each 4,000-5,000 population. 50% certified as professional librarians. 50% non-professional and clerical, including drivers."[16] The 1965 collections of six of the 13 county libraries—Cape May, Hunterdon, Morris, Ocean, Somerset, and Sussex—met the standard for holdings.[17] In that year all the county libraries except Warren added more than the minimum number of books specified in the standard for acquisitions.[18] Although Hunterdon, Morris, Ocean, Somerset, Sussex, and Warren met the personnel standard in terms of total personnel in 1966, none of the 13 county libraries had both the number of total personnel and the number of professional librarians required.

The resources of the county libraries were measured against the American Library Association standards for public library systems because, although the county libraries are not called systems, they have a number of system characteristics— such as multijurisdictional service areas and headquarters units serving a number of outlets. However, in a preface to the standards for quantities of materials, the 1966 American Library Association publication on standards states

> These suggestions assume that the system is designed to serve a minimum population of 150,000 people, which appears to ensure the most economical and effective use of staff, collections, and funds. When the population is

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[14] New Jersey County Library Standards.

[15] Ibid.

[16] Ibid.

[17] Although 1966 population estimates are not available, in 1966 a seventh county library—Mercer—probably also met the standard of one book per capita. The population of the library's service area was 78,990 in 1965; the library's collection was 87,632 volumes in 1966.

[18] Warren County Library's acquisitions in 1966 met this standard.

less, there should be the expectation that the population will increase to the 150,000 minimum in the near future;..." 19

These standards, therefore, cannot be used to measure the resources of the eight county libraries that serve populations of less than 150,000—Atlantic, Cape May, Cumberland, Hunterdon, Mercer, Ocean, Sussex, and Warren. However, in general terms, these eight county libraries cannot be considered as meeting American Library Association standards for public library systems because they do not have the minimum population size considered necessary for optimum operations.

The American Library Association standard for holdings states that "The headquarters should contain at least 100,000 adult non-fiction titles as a basic collection";[20] the standard for annual acquisitions states that "The headquarters should add approximately 50% of the new adult non-fiction trade titles published in English in the U. S. each year in sufficient duplication to meet needs"[21] (approximately 8,000 in 1965); and the standard for personnel states that "One staff member (full-time or equivalent) should be the minimum provision for each 2,000 people in the service area."[22] None of the five county libraries of Burlington, Camden, Monmouth, Morris, and Somerset met the standards for holdings in 1965 or for personnel in 1966. In addition, at least four of these libraries—Burlington, Camden, Monmouth, and Morris—also did not meet the standard for annual acquisitions in 1965, and although Somerset only has data on the number of volumes added in 1965 and does not have information on the number of titles added, it seems unlikely that Somerset's 13,005 adult non-fiction volumes added in 1965 represented at least 8,000 adult non-fiction titles, unless Somerset's ratio of titles to volumes differed markedly from the ratios in the acquisitions of other county libraries.

The standard of the Library Development Committee for holdings for area reference libraries is "A collection of at least 150,000 volumes";[23] the standard for annual acquisitions is "Annual addition of at least 5,000 (titles) plus annual refreshment of non-book material"[24] (these titles are understood to be non-fiction titles); and

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19 Minimum Standards for Public Library Systems, 1966.

20 Ibid.

21 Ibid.

22 Ibid.

23 Lowell A. Martin and Mary V. Gaver, op. cit., p. 26.

24 Ibid., p. 27. The published report mistakenly reads, "Annual addition of at least 5,000 volumes..."

the standard for personnel is "A minimum of 8 professional staff members."[25] Of the six county libraries designated as area reference libraries—Burlington, Cumberland, Monmouth, Ocean, Somerset, and Sussex—Monmouth and Somerset met the standard for holdings in 1965[26] and Burlington and Somerset met the standard for personnel in 1966. No more than two libraries—Somerset and Sussex --could have met the standard for annual acquisitions in 1965. The status of these two libraries is uncertain because they have no record of the number of titles added that year. However, unless in Somerset the ratio of non-fiction volumes to non-fiction titles differed markedly from the ratios for other county libraries in 1965, it is probable that Somerset's 21,725 non-fiction volumes met the acquisition standard of 5,000 non-fiction titles. Using the same rationale, it seems unlikely that the 5,796 non-fiction volumes added by Sussex in 1965 could have represented 5,000 non-fiction titles.

2. The library resources of member libraries are extremely limited. The obligation to serve libraries with inadequate staff, holdings and hours severely restricts the effectiveness of county library services and resources. Statistics from the 1965 annual reports filed with the State Library on the member libraries' holdings,[27] personnel and hours open reveal that, according to New Jersey County Library standards for member libraries,[28] American Library Association standards for small public libraries,[29] and standards for local libraries of the New Jersey Library Association's Library Development Committee,[30] many of the libraries utilizing the services of the 13 county libraries are inadequate for providing even minimal service. Data on the number of member libraries meeting these standards are given in Table 6.

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[25] Ibid.

[26] It should be noted that Ocean County Library's collection at the end of 1966 met the standard for holdings.

[27] The book collections of the local libraries are considered here to be the total of the books reported under "Total Number of Books at the End of the Year" and "Number of Books Borrowed From Other Libraries (Including Books Deposited by the County Library)."

[28] New Jersey County Library Standards. Only the holdings of member libraries are measured against New Jersey County Library standards for member libraries. The standards for member libraries' personnel and hours open are not sufficiently detailed to permit similar analyses.

[29] Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service (Chicago: Public Library Association, American Library Association; 1962).

[30] Lowell A. Martin and Mary V. Gaver, op. cit.

Table 6

EXTENT TO WHICH MEMBER LIBRARIES MET STANDARDS FOR HOLDINGS, PERSONNEL AND HOURS OPEN IN 1965

Number of Member Libraries	Holdings	Personnel	Hours Open
Total Libraries with Data	99	117	119
Libraries Meeting New Jersey County Library Standards for Member Libraries[a]	56	n. a.	n. a.
Libraries Meeting American Library Association Standards for Small Public Libraries[b]	11	18[d]	29
Libraries Meeting Library Development Committee Standards for Local Libraries[c]	4	5[e]	3

[a] New Jersey County Library Standards (February 1959).

[b] Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service (Chicago: Public Library Association, American Library Association; 1962).

[c] Lowell A. Martin and Mary V. Gaver, Libraries for the People of New Jersey or Knowledge for All (New Brunswick, 1964)

[d] An additional 14 member libraries also may have met this standard. These libraries reported a combination of full-time and part-time personnel in excess of the number needed to meet the standard. Since the full-time equivalents of the part-time personnel are not known, the standing of these member libraries is in question.

[e] An additional member library may also have met this standard depending on the full-time equivalents of the part-time personnel reported.

The New Jersey County Library standard for holdings for member libraries is "3,000 books minimum--majority selected from standard lists. One book per capita over 3,000 population."[31] Measured against this standard, 56 of the 99 member libraries (56.6%) with data on holdings had the specified number of books in their collection at the end of 1965.

The American Library Association holdings standard for member libraries stipulates that "Libraries serving populations from 5,000 to 50,000 require a minimum of 2 books per capita. Communities up to 5,000 persons need access to a minimum of 10,000 volumes, or 3 books per capita, whichever is greater."[32] The standard for personnel states that "One staff member (full-time or equivalent) should be the minimum provision for each 2, 500 in the service area." [33] In addition, there should be one professional for populations of from 5, 000 to 9, 999; one to two professionals for populations of from 10, 000 to 24, 999; and two to six professionals for populations of from 25, 000 to 49, 999. [34] The standard on hours sets up the following population—hours open requirements: "Population under 2, 500, at least 15 hours per week. Population 2, 500-4, 999, 15 to 30 hours per week. Population 5, 000-9, 999, 30 to 45 hours per week. Population 10, 000-24, 999, 45 to 60 hours per week. Population 25, 000-49, 999, 60 hours or more per week." [35] Eleven of the 99 member libraries (11. 1%) with data on 1965 holdings met the standard for collections for local libraries. Eighteen of the 117 member libraries (15. 4%) reporting on personnel for 1965 had the requisite staff for the personnel standard. [36] And 29 of the 119 member libraries (24. 4%) reporting on hours were open the number of hours required by the standard.

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[31] New Jersey County Library Standards.

[32] Interim Standards for Small Public Libraries: Guidelines Toward Achieving the Goals of Public Library Service.

The Library Development Committee standard for holdings for the local library is "A collection of at least 25, 000 well-selected volumes";[37] the standard for personnel is "At least one professional librarian and one clerk for every 5, 000 people in the area served,"[38] and the standard for hours is "Open at least 48 hours per week." [39] In 1965, only four of the 99 member libraries had collections larger than 25, 000 volumes; whether or not these are "well-selected" is not known. Five member libraries, with the possibility of a sixth depending on the full-time equivalents for the part-time staff, supported a staff which met the personnel standard. And only three of the 119 member libraries reporting met the standard for hours open per week.

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[33] Ibid.

[34] Ibid.

[35] Ibid.

[36] An additional 14 member libraries also may have met this standard. These libraries reported a combination of full-time and part-time personnel in excess of the number needed to meet the standard. Since the full-time equivalents of the part-time personnel are not known, the standing of these member libraries is in question.

[37] Lowell A. Martin and Mary V. Gaver, op. cit.

[38] Ibid.

[39] Ibid.

3. Since the county library is organized as a service unit, not as a governing unit of a "system," it must provide resources to local libraries but it cannot act in matters assuring the best use of these resources.

Any library unit established within the boundaries of a municipality paying the dedicated tax or, in the case of Cumberland, any unit in the county, can lay claim to the resources of the county library. However, the county library has no control over the use of its resources in these local libraries. The county library supplies books and other services to member libraries, but it has no voice in setting policy matters, such as hours of operation, borrowing privileges, and the number and qualifications of personnel needed. These and similar questions are decided by local authorities. Only where service is provided directly through headquarters, branches, or bookmobile service, can the county library determine the level and extent of local service.

4. County library service is oriented toward small libraries; there is little or no incentive for larger libraries to become or remain part of the system.

The size of the larger county libraries suggests that these libraries might be able to offer valuable in-depth reference collections to both large and small libraries in the surrounding area. However, apart from the new role taken on by the six county libraries designated as area reference libraries, the nature of the service that the county library is providing hampers the ability of the library to build an extensive reference collection. Harold L. Roth and Theodore C. Hines point out in their report, Library Service for Camden County, A Survey Report, that

> As long, however, as the effort of county libraries is focused on assisting communities to start small libraries on their own and on providing service through stations in areas which have not established municipal libraries, the county library cannot accumulate the collections in depth which it would need to function as a key part of a system. . . . It is therefore quite natural for those communities which build their own services to at least a satisfactory beginning level to feel that the dedicated tax which they pay to the county might better be applied in strengthening the local community library."[40]

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[40] Harold L. Roth and Theodore C. Hines, Library Service for Camden County, A Survey Report (East Orange, 1966), pp. 18-19.

Questionnaires sent to librarians of the 44 municipal libraries that are exempt from county library service programs asked, in part, under what conditions the librarians thought their municipality might join or rejoin the county library system. In the 36 returns, nine had no answer to this question. Eighteen of the 27 librarians answering the question said their municipality would not join or rejoin the system. Most of the 18 gave no reason; three who did said their library was too large to benefit from the county library. Of the nine who said their municipality might join under certain conditions, eight outlined those conditions— six were for more or better services from the county library and two were to abolish the dedicated tax.

5. Dependence of schools on county library service has served to restrain municipal withdrawals from the system. Current thought on service to schools suggests that it should be reduced. It is generally believed by county librarians and by school administrators that the service offered to schools by the county library is of significant proportions. Some county librarians have expressed the view that service to schools should be cut back and that more attention be directed to adult programs. Schools which have been receiving substantial county library service have exercised a restraining influence on municipalities which have considered withdrawing from the system. According to responses from questionnaires prepared for this study, there is no evidence to suggest that the impact of the Elementary and Secondary Education Act of 1965 is substantially affecting reliance on county libraries nor in general that schools using the service are becoming more self-sufficient.

The tradition of county library as an important book source for schools weighs heavily upon most county libraries.

6. Where the county library is also the area reference library and material resources are limited, the dual role tends to create a conflict in service obligations.

As a county library, the library is called upon to serve all libraries and residents in a certain designated area; as an area reference library, it is committed to serve an area with different boundaries. Since county libraries generally have been poorly supported, they are limited in their ability to offer broad services to all the libraries in the two areas.

Chapter III

A PLAN FOR REGIONAL LIBRARY SERVICE SYSTEMS

In attempting to devise ways and means of grappling with the new problems of a society which is subtly but rapidly changing in many far-reaching directions under the impact of a technological revolution, we are perhaps too prone to patch and reshape the old set of institutions and working arrangements to enable them to survive, and to accommodate to changing circumstances. In doing so we pattern the organization after the very mechanism which was found to be defective. Students of the problems of library service organization and administration have repeatedly warned that fundamental transformations in structure and in program will have to be carried out if library agencies are to be equal to the challenges their predecessors have failed to meet.

In this chapter, therefore, a plan for development of a new institutional structure for the provision of regional library service systems in the counties under consideration is set forth in detail. In formulating this plan several principles were laid down, the adherence to which was deemed essential to any satisfactory resolution of of the problems discussed in the previous chapter: (1) the plan should be compatible with New Jersey traditions of local autonomy; (2) it should be closely related to county political structure; (3) it should be consistent with and complementary to the emerging New Jersey area library development plan; and (4) it should make possible the continued important involvement of county librarians and their staffs.

A number of approaches were considered in developing the scheme presented here and two of these, although finally rejected, are worthy of comment since they represent sharply divergent alternatives.

The first of these was the special library district equipped with its own taxing powers. Although this device suggests a swift route to the solution of many of the county library problems, it creates more new ones than it solves. A special district board empowered to levy taxes, even within legislative limits, would need to be a popularly elected body. Another level of government would be created, and the electoral process would become a larger burden for the voter. The tax structure, in becoming more complicated, would be correspondingly more confusing to rate payers. Authority over local affairs would become more diffused and even less amenable to coordination than it now is. Most important, perhaps, is the fact that consolidation of library finance would mean loss of local control over local libraries—a feature which makes the special district wholly incompatible with the New Jersey library tradition.

The second approach lies at the other end of the spectrum of library-governmental relationships. Where the special library district would remove the county library entirely from the orbit of county government, this alternative would place control of the library directly under the board of chosen freeholders by making it a county executive department. (The American Library Association, 1949 Public Library Survey[1] revealed the existence of a few such boardless libraries.) Such close integration into the structure of the county would tend to alienate it from municipal interests. Further, if the natural boundaries of a system happened to embrace more than one county the prospects for good and durable inter-county cooperation would be weakened by such a potentially highly partisan type of organization.

The plan presented here represents a middle point between these two extremes in which the governing body is not directly an agency of the county but is closely related to it for political, financial, and administrative purposes. The New Jersey county historically has not taken a prominent governmental role vis-a-vis the municipalities within its boundaries. In recent years, however, the county has begun to extend its strength, especially in the fields of public health and welfare administration. Political scientists and other expert observers of New Jersey local government expect the county unit of local government to continue to grow stronger as it becomes increasingly apparent to municipal units that they cannot successfully meet common problems without a collective effort on a county or regional basis.

BOUNDARIES

Since the determination of system boundaries is a task lying well outside the scope and charge of the present study no attempt has been made to deal with the question of the geographic boundaries of any particular regional library service system. There are, however, certain general dimensions of particular systems implicit in the logic of their structure and organization which will be alluded to in the course of the description and discussion below. The regional system plan should not be construed as supplanting the area reference library program, but incorporating it. That is, a regional system will utilize one or more area reference libraries as major resources in the region. For this reason, certain of the presently established area reference boundary lines may prove to be useful guides in locating regional lines.

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[1] Oliver Garceau, The Public Library in the Political Process (New York, 1949), pp. 57, 95.

It should be noted that the proposed pattern of systems is addressed solely to those counties which operate county libraries, although the system program bears important implications for other New Jersey counties.

Boundaries of the regional library service systems should be established by the New Jersey State Library on the basis of available criteria or information developed from a special study of the economic and social factors which exercise influence upon library development and service. Regions should consist of a number of municipalities whose combined library resources and population would have the actual or potential strength to make the formation of a system advantageous to each. Thus while boundaries would follow municipal lines, they need not be coterminous with county lines. But inasmuch as the region would be based on county government, it would not serve a useful purpose to describe regional boundaries in such a way as to make a region smaller than any single county.

Some indication of minimal limits may be obtained from the 1966 American Library Association standards for the development of public library systems.[2] As noted earlier, the framers of the standards state that it appears that a system should be designed to serve at least 150,000 people in order to insure optimum operations.

FORMATION

Organization and establishment of a region should be initiated by local action on the part of both municipalities and counties. However, only those municipalities supporting their own municipal libraries could act independently with respect to their membership in a region. The county would act on behalf of municipalities which do not support a municipal library.

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[2] Minimum Standards for Public Library Systems, 1966.

At the municipal level, two different courses of legal organizational or membership procedure should be available. This would enable the numerous and variegated localities to employ the implementing mechanism which better meets the needs of their particular circumstances. Each municipality should have the choice of using a popular referendum or an affirmative resolution of the municipal governing body to indicate its willingness to join a regional system. Membership for this type of municipality, therefore, is entered into on a voluntary basis; but once entered into it should be mandatory for a minimum period of five years. There should be no serious objection to this requirement since municipalities can only gain as a result of membership; while the regional system is thereby given an ample opportunity to demonstrate its worth.

Municipalities which do not support municipal libraries but which receive county library services in any form should be brought into a regional system by resolution of their county's board of chosen freeholders. This would seem to be a proper course of action in view of the fact that these municipalities have already delegated some responsibility for providing their residents with library service to the county.

Municipalities in this class would logically not be permitted to withdraw from the regional system, just as they are presently unable to leave the county "system" without providing themselves with a minimum level of basic library services, i. e., organization of a municipal library. Under the regional system, however, when such a municipality organizes a municipal library its membership should mandatorily continue for a minimum of five years at the termination of which it would first become eligible to exercise the right of withdrawal.

Each member library should retain its own board of trustees with present power intact and should continue to be financed according to present law. In addition, it should continue to qualify for state aid on the basis of state law and regulations which are now or will in the future be in force.

Final authority for a regional system to come into legal existence would rest with the Director of the New Jersey State Library. This discretion should be exercised only after any one or more of the implementing procedures described above have been carried out at the municipal and county levels. In the event that less than the total number of municipalities assigned to a particular region by the State Library's regional boundary determinations approve their membership, the region should not be permitted to organize until the Director of the State Library ascertains that the municipal membership is in all respects sufficient for a viable and effective regional system.

After state approval is obtained, formation of the region would be completed in two steps: (1) appointment and election of various members of the regional governing board as described in detail in the following section, and (2) mandatory transfer of the assets and liabilities, including all personnel, of the county library to the regional board by the county board of chosen freeholders. Accordingly, the county library commission would be dissolved.

THE REGIONAL BOARD

Although the county library today is a county agency serving municipalities it is scarcely involved in the mainstream of the political processes of these communities. According to some observers, public libraries have tended to be underdeveloped because of the historically partisan or one party character of local politics on the one hand and the strong propensity of the library profession to embrace political neutralism on the other. Looking to the immediate future, they suggest that the emergence of area-wide library service involving a number of local governments may be the leavening of the library's political potential.

> The public library serving more than one political unit is undoubtedly the library administrative form of the future. The form will vary from state to state depending upon state laws, and will often vary within each state depending on the organizational basis used and of the needs of the area. Whatever form these systems take they will place the library board in a more politically sensitive atmosphere than has been true of the traditional public library unit. The atmosphere will not be in most cases a partisan political one, but rather that of the political process as defined by Webster, '. . . the formulation and administration of public policy usually by interaction between social groups and political institutions or between political leaderships and public opinion. ' The opportunities for such participation in the political process by the multiple-political-unit library are much greater than in the single-political-unit library. [3]

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[3] Robert H. Rohlf, "Some Political Aspects of Operating a Multiple Governmental Unit Organization," in Library Trends: Regional Public Library Systems, Hannis S. Smith (Issue Ed.), January 1965.

This implies that the governing authority of a library system should be closely identified with the political interests and agencies within its service area. Although this notion runs counter to the traditional view that the library should be apolitical, that one of the primary functions of a governing board is to act as a buffer against the forces of politics, it seems reasonable to conclude that the political and governmental needs of area-wide libraries serving multiple communities are different from libraries limited to single communities. Where it may be possible to construct an effective local library board of "the best in the community," that is to say the prestigious, the economically influential, the socially prominent, and other significant social elements, it does not follow that the same type of representatives can deal successfully with the library affairs of a large number of different communities. The former is acting in the context of what may be called a true sense of community; the latter is attempting to administer services to many self-conscious and often defiantly independent communities. It is logical, therefore, that the boards of area-wide systems include not only "the best" public members, but more importantly members representing libraries, school systems, and institutions of higher education, as well as governmental units in the service area. This would tie it directly to the realities of area-wide library politics as defined by the major categories of the users of its services and the multi-jurisdictional pattern of its financial base.

Composition of the Regional Board

Regional library service systems would be governed by a regional board representative of county government, the general public, county school systems, institutions of higher education and local libraries. The size of the board would vary with the number of counties involved wholly or partially in the region.

It is proposed that the board be composed of the following members:

a. One freeholder from each county involved appointed by his respective board of chosen freeholders; number of four-year terms unlimited.

b. One representative of the general public from each county involved appointed by the board of chosen freeholders of his county of residence; appointment limited to two terms of four years, successive or split.

c. One county college president; if more than one county is involved, he should rotate service every two years with his counterparts in other counties.

d. One school district superintendent from each county involved, appointed by the county superintendents of instruction of their respective counties for repeatable terms of four years.

e. Local library trustees, elected by a caucus of the trustees of member libraries for overlapping terms of four years and for not more than eight successive years.

The rationale for this composition is as follows:

Freeholders. The inclusion of principal practicing politicians in the form of county freeholders has a number of important objectives. First, it distinguishes regional boards as instruments of county government although regions may be inter-county in jurisdiction. As an instrument of the county, the board will assume responsibility for many of the present functions of one or more county libraries. The cost of a large proportion of these services – the provision of basic library service in municipalities without libraries of their own – is presently met by county revenues from the dedicated tax and, in one county, by general taxation. As described later in this chapter the plan envisages a phasing out of the dedicated tax over a period of time in favor of library support from the general fund. In any event the board will need to negotiate with the county boards of chosen freeholders concerning the levels of service to be provided and the funds to meet their cost. Moreover, although the regional program of system services for member libraries should be financed by state aid up to specified minimal standards, the regional board would have a channel of access to county general funds in the likely event that it should desire to raise the level of these services.

In addition to strengthening the political dimensions of regional board operations, the inclusion of freeholders as participants in board deliberations may have desirable consequences for local government services other than library service. This will be especially true where regional library jurisdiction embraces territory in more than one county and freeholders from the counties involved find themselves cooperating as regional board members in the planning and programming of services affecting the residents and interests of each other's political jurisdictions.

Because county boards of chosen freeholders are not large and because their hold on county office is subject to relatively frequent political test, it does not appear necessary to impose any limitation on the service they would give as statutory members of a regional board.

Public Members. The provision of public representatives appointed by boards of chosen freeholders affords "county interests" additional strength in the conduct of regional library service affairs and at the same time adds balance to the distribution of power between the various library interests represented. A "public member," because he should ideally regard the county community as his special constituency, can bring perspective to the interplay of the narrower interests of other members. With respect to the limitation on his term of office, it does not seem unreasonable to assume that if he has anything of substance to contribute to the government of the region he will be able to deliver it in the space of eight years.

County College Presidents. It is reasonable to expect that each of the existing and proposed county colleges will build libraries supportive of the instructional programs offered. However, no college library – two-year or four-year – is ever entirely self-sufficient. Additional resources beyond those needed to provide basic services will be in demand by students and faculty of each of these new county colleges. Moreover, since county colleges, by design, are commuter institutions, students will need access to library resources when they are not on campus. Thus any well-articulated plan for regional service will provide college students access to at least one working library with adequate reader stations and a collection of well-selected reference materials. In time, county college libraries will develop sufficient strength to make important contributions to the system. It is envisaged that for certain regions, the county college library might serve as an important reference resource for nearby residents as well as for students.

Accordingly, presidents of county colleges situated in the area served by the regional system will be vitally interested in total library development. They should serve as ex-officio members of the board with full voting rights. If more than one county college is involved, the president should rotate service every two years with his counterparts in other counties.

School District Superintendents. It is the function of the state-appointed county superintendent of instruction to provide professional guidance and counsel to the various self-governing school districts within each county. It is his job to see that all local districts strive to maintain high standards of instruction and school administration and to keep officials informed of various state and federal programs which can assist them in reaching new levels of performance. It would seem logical to assume, therefore, that he would be the most informed designator of an appropriate regional board representative of local school districts. It does not appear that any useful purpose would be served by imposing any limitation of the number of four year terms the school district superintendent would serve; it is sufficient that the appointing authority has the opportunity to reconsider this appointment every four years.

Local Library Trustees. As discussed earlier in this report the present county library commission is not broadly representative of library interests in the county. This is understandable since the county library, except in two cases, does not serve the entire county. Under the regional system, however, all libraries in the region would be served and consequently municipal libraries which in the past have been reluctant or unable to participate in county library activities would have a great stake in the development of a strong and viable library organization. Accordingly, it is imperative to involve all libraries in the region in policy-making determinations and this means that provisions should be made for appointment of local library trustees to board positions. Trustees should be elected by a caucus of trustees of member libraries in the regional system for overlapping terms of four years and should not serve for more than eight successive years.

Variations in Size of the Regional Board

The following table shows how the size of the board would vary according to the number of counties included in a regional system:

Table 7

SIZE OF REGIONAL BOARD ACCORDING TO NUMBER OF PARTICIPATING COUNTIES

Representation	One County	Two Counties	Three Counties	Four Counties
Freeholders	1	2	3	4
Public Members	1	2	3	4
County College Presidents	1	1	1	1
School District Superintendents	1	2	3	4
Local Library Trustees	3	4	5	6
Total Members	7	11	15	19

Powers and Responsibilities of the Regional Board

In order to enable the board to carry out effectively its full range of responsibilities and to confer upon it appropriate status among existing library governing boards, it should be a body public and corporate with all the corporate powers of succession, capable of suing and being sued. To this end, it should elect annually from its membership a president, secretary, and treasurer, and convey to the secretary of state and clerks of the counties to which the board is attached, a certificate attesting to its organization and election of officers.

The board should have authority to acquire and hold in trust, with the approval of the boards of chosen freeholders of the counties involved in the region, lands and buildings for library service purposes and in this connection should be empowered to exercise the right of eminent domain in accordance with state law. It should have the authority to receive gifts and bequests and to hold and invest such funds, together with any income resulting from its operations, in the manner provided by laws for municipal and county government. Titles to any lands, buildings and equipment should be held in the name or names of the county governments associated in the regional system.

The regional board should be consulted on all matters pertaining to the administration of state and federal aid to public libraries, school libraries, and college libraries within its regional jurisdiction. It follows that the regional board should be a party in any contract entered into between the State Library and any public, school, or college library when such an agreement has implications for the total region.

Under the regional plan present county libraries designated as area reference libraries would continue to perform this role, with a change perhaps in the geographic boundaries of the area served. Authority to contract, however, would shift from the county library commission to the regional board. Since the regional board is the board of the regional library there is no substantial change from present contract procedures.

However, if a region includes an area reference library which is a municipal library an entirely new element is injected into contract arrangements. Whereas at the present time the board of trustees of the local library contracts with the State Library to provide certain area-wide services, under the regional plan it is the regional board which is the contracting agency. The regional board in turn would contract with the local board to perform these and other services. Any concerns of such municipal libraries that negotiations with regional boards to provide area library services would reduce the financial support for performing such services should be allayed. The total plan for regional service will require greatly increased financial support from state and federal sources. Regional boards would be expected to work aggressively to increase substantially state and federal contributions for regional library development and since the presently designated area reference libraries can provide the principal resources needed, such libraries should in the course of such development receive substantial increases in supporting state and federal funds. The regional boards could not fail to recognize that without the important involvement of these libraries the regional service system would be unable to succeed.

COUNTY LIBRARY ASSETS AND LIABILITIES

The assets and liabilities of the county library are transferred to the regional board by the board of chosen freeholders and the county library commission is dissolved. Once the commission is dissolved, the county library as an agency of the county no longer exists. The library staffs, the materials resources and the facilities, however, would obviously continue to perform important library services. The status of these former county libraries would be that of regional libraries, but whereas at present there is by definition only one county library in any given county, certain regional systems will be expected to encompass more than one regional library. All of the regional libraries would be operated under the aegis of the board of the regional service system. Each regional service system would be administered by a system library director, but each regional library would have its own administrative head.

In making the transition from county libraries to regional libraries it is imperative that the personnel of each county library be assigned positions on the regional service system staff without interruption in their employment or jeopardy to their rights and privileges as employees of a "public agency or organization" as defined in the Public Employees' Retirement Act. In most cases it is anticipated that there would be no change whatever in the present status of librarians and supporting staff. Clearly present directors of county libraries would be leading candidates for positions as directors of the regional service systems.

FINANCING THE REGIONAL SYSTEM

Following the formation of any given region, the State Library should determine the cost of providing a prescribed minimum level of regional services during the first year of operation. All funds required to support this minimal service should be provided by the state from state or federal sources. In the event that a regional board wishes to undertake a program in excess of the prescribed minimum, the state if it approves of the total project should offer an incentive grant which when combined with general funds of the county governments in the region would meet the financial requirements. In general, this pattern of financing – the state meeting the cost of prescribed minimum services, the counties and the state sharing the cost of extended programs – should be followed throughout the life of the regional system.

Local or basic library service provided by local libraries would be financed as at present. As discussed earlier, boards of trustees of local libraries would continue to operate autonomously with respect to the operation of their own libraries. Consequently the present budgetary procedures would not change. The regional board would not be administratively involved in any fiscal or other matters relating to local service. Municipalities presently paying the dedicated tax, however, whether or not they support a library facility would receive basic library service from the regional board as at present. Thus so long as these municipalities pay the dedicated tax, freeholders of the respective counties would be expected to facilitate transfer of these tax funds to the regional board. This will require freeholder approval of the regional board budget for county library service as is presently required.

Phasing Out the Dedicated Tax

As discussed in Chapter II, there are a number of limitations in the present system of levying a special tax for library service. Contributions to the regional service system should be made by each county out of the general tax fund. Only Cumberland County has been able to find a way to support county-wide library service without resort to the dedicated tax. It is clear that this is the only durable and logical route to take; public financing of regional or area-wide services cannot be dependent on the outcome of local political contests and, therefore, should not be based on voluntary municipal participation.

The regional system approach to library service is one which is designed to assure minimal standards of service throughout the regional area regardless of local financial capacity to meet costs. The strong as well as the weak stand to gain through the general strengthening and stabilization of the whole. Equal opportunity to read is basic to equal opportunity for education. While municipalities must accept responsibility for providing their citizens with needed public services, their ability to do so may fall short of their needs. Among other things, the county should play a financial and administrative role in bringing public services up to minimum levels in all municipalities within its jurisdiction. Supporting libraries through the general fund would have the effect of emphasizing the importance of library service as a county obligation for all residents in all communities. If this change can be made the regional system would have a freer hand in facilitating adequate library service throughout the region without the artificial constraints imposed by the dedicated tax.

In some communities the development of the regional system may provide the necessary catalyst to freeholders to seize the initiative at once in abolishing the dedicated tax. In other counties the process may be a slow one. It is for this reason that the plan recommended in this report does not require immediate action in eliminating the dedicated tax, but over the long term the strength and viability of the regional service systems may very well depend upon the successful resolution of this matter.

RESPONSIBILITIES OF THE STATE LIBRARY

The legislation in dealing with the roles and responsibilities of the State Library should be broadly cast to provide no more than the outlines of state policy. The Director of the State Library should be empowered to devise standards for regions, formulas for state aid, and procedures for State Library contractual relationships with regions, in State Library administrative regulations.

Legislation

1. The State Library should proceed to the development of legislation providing a legal basis for the establishment of regional library service systems and their governing boards along the lines recommended in this report. The law should address itself specifically to the following matters:

   (a) Procedures to be followed at municipal and county levels to initiate regional formation.

(b) Role of the Director of the State Library with regard to region formation, approval of its formation, setting standards for its organization and service program, recommending levels of state aid for the considerations of the legislature.

(c) Definition of the appointment, election and structure of the regional board together with its powers, duties, and responsibilities.

(d) Provisions for state financing of the regional service program at a prescribed minimum level, and state and county financing of extended regional service.

(e) Provisions for the use by the regional board of the present county dedicated tax in supporting local or basic library service.

(f) Transfer of the assets and liabilities of county libraries to the regional board.

(g) Transfer of present county library personnel to regional boards wherever possible.

(h) Creation of adequate establishment grants from the State Library to be expended by regional boards during the initial stages of organization and program development.

2. The present regional library law (N. J. R. S. 40:33-13. 3 – 40:33-13. 8) should be repealed.

3. Sections 40:54-29. 1 and 40:54-29. 2 of the New Jersey Revised Statutes providing for the contracting of one municipality with another for the provision of library service should be amended to require the approval of the regional board when such municipalities are located in a regional library service system.

4. Title 40, Chapter 54 Article 2 of the New Jersey Revised Statutes should be amended to provide for the establishment of joint municipal libraries with the approval of a regional board in the event that the municipalities concerned are located in an organized regional library service system. Further, such amendment should require

that subsequent alterations in the joint library agreement be carried out with the full knowledge and approval of the regional board.

Administrative Code

Future procedures employed in administering state aid to public libraries should form part of the State Library administrative code. In addition, the state should give earnest consideration to the provision of a second dimension to the formula. Whereas at present the amount of aid for which a library qualifies is determined only by the level of local expenditures, it is strongly recommended that the State Library be given discretion to balance this factor against legislatively specified service levels achieved by the library. These should include matters of access to New Jersey residents, charges or lack of charges for normal service, hours open to the public per week, professional staff, balance of annual book expenditures as against total annual expenditures, participation in regional membership and cooperation with libraries throughout the state.

Regional Boundaries

The State Library should proceed to take whatever steps are necessary to establish boundaries for regions in those areas of the state now served by county libraries.

Chapter IV

INTERIM CONSIDERATIONS

It is obvious that acceptance of the regional plan as an institution and program from which the reading public, local libraries, and educational institutions stand to gain, will not be obtained without many months of continuous effort on the part of the State Library. At the same time, the county libraries should not be neglected. Steps should be taken to assist them during this interim period and to prepare them for ultimate incorporation into the proposed regional systems.

COUNTY LIBRARIES

There are no magic formulas for substantially improving the service capabilities of the county libraries. The problems discussed in Chapter II are so fundamentally limiting as to obviate the possibility for short-term solutions which could significantly improve the status quo.

Yet, some remedial steps can be taken to reduce temporarily the possibilities for further limiting the service. Since there does not seem to be any likelihood of substantially increasing the budgets of county libraries, opportunities for providing more materials resources or more consultant assistance appear to be slight. This being the case, the only way in which service can be improved is to contract rather than to expand the various activities presently being undertaken. By cutting back on certain services the county library may be able to develop important services which have been neglected. Two major recommendations are made with this goal in mind:

1. County libraries should gradually disengage themselves from the obligation of providing bulk loans to school libraries in the municipalities which they serve.

In the course of the study a number of county librarians and other library leaders in the state indicated concern about the continued emphasis of county libraries in providing long-term bulk loans to schools for classroom collections and to some lesser extent for central libraries. There is no question but that this assistance has provided vital library resources to schools. However, it is widely held by library leaders that this practice has over the years weakened the development of school libraries. School boards have tended to give lower priority to school library development than to other areas of the program because of the generous support offered by public libraries.

Recently throughout the country there has been a perceptible shift in this attitude. With the passage of the Elementary and Secondary Education Act of 1965 new impetus has been given to school systems everywhere to launch vigorous new library development programs. Yet, according to responses from questionnaires developed for this study, there is no clear indication that New Jersey schools have reached the level of development which would make it possible for most of them to decline long-term bulk loans from public libraries. As noted in Chapter I, whereas all the high schools answering indicated that they maintained central libraries, of the 568 elementary schools responding, 202 did not have central libraries and of these only 66 said they had plans to develop central libraries within the next five years. In addition, in the 243 questionnaires returned, no more than 20% of the school districts currently using a service from the county library indicated that they planned to use the service less during the next ten years.

Although school districts presently planning new facilities will typically include in their plans central libraries and a basic stock of books, districts served by the 12 county libraries are apparently not prepared to "go it alone" for an indefinite period. It will take a number of years before most schools can meet minimal standards and it is questionable whether all or even most school libraries in these counties will ever be self-sufficient. Thus, it would be unfortunate indeed if county libraries should suddenly decide to curtail all services to schools. Professor Mary Gaver of the Graduate School of Library Service, Rutgers, The State University, prefers to use the term "disengagement" which suggests a gradual stepping back from the provision of basic library services to schools.

The relevance of this to effective planning for county libraries during the developmental stages of the regional library service system is that each county library should develop a plan for disengagement which realistically assesses the library's capabilities and the needs and plans of the schools they presently serve.

Such plans can be quite varied. For example: permanent loans could be phased out by grade or by grade groupings and reducing the number of new volumes loaned; all books presently held by schools could be transferred to permanent loan and subsequently no new books would be supplied; arrangements could be made for intra-school circulation of a reduced number of volumes even where there are no central libraries.

Whatever specific steps are taken, the reduction of long-term loans and the total number of volumes available could release book funds for other county library services. Such funds could be put to good use by improving adult services, long decried as inadequate by librarians of local libraries as well as by county librarians. Consistent with a policy of disengagement, bookmobile stops at schools could be sharply reduced or even eliminated. In any case, the number of juvenile books as compared with adult fiction and non-fiction available on the vehicle could be substantially cut.

The gradual phasing out of book service to schools need not and should not suggest that county library staffs no longer respond within the limits of available time to requests from schools for assistance in the development of new libraries or in providing other needed consultation. However, there is more that the counties' schools themselves should do to improve library service. It was surprising to note that in none of the counties studied was there a school library supervisor assigned to the county superintendent's office. No matter how willing county libraries may be to direct a substantial part of their book budget to juvenile collections for use in the schools, and irrespective of the capabilities of the county library staff to provide consultant help, a trained school librarian whose total effort is directed to development of school libraries is necessary if strong school library resources are to be built.

2. The county libraries should actively encourage consolidation or the closing of association libraries or stations which are not performing sustained library service; moreover, county libraries should discourage formation of new association libraries and stations and should not develop new county branches beyond those currently planned unless it is clearly demonstrated that sufficient funds are available for staff and book stock.

Association libraries can be formed without limit and county libraries are obliged to provide library service as requested. Library stations are frequently outside the control of county libraries and it is not unusual to find stations which maintain collections on loan from the county library to be open no more than a few hours a week. Where stations can be closed or consolidated with other facilities, this should be undertaken as quickly as possible.

With respect to branches, at the present time six counties have branches in operation or in the planning stages. Reports from the field indicate that these branches are, in some cases at least, viewed by librarians and patrons as having already made attractive contributions to library service. However, there is a cautionary note sounded by others who recognize that the essentially weak county libraries are hardly in a position to give massive support to branches.

In the context of the Sandoe and Brahm report, county library branches are seen as libraries "... with potential book collections of 50,000 to 60,000 volumes with extensive reference materials, periodicals, and professional staff."[1] It is apparent that even county libraries with area reference grants funds – not intended to bolster county libraries per se – are scarcely capable of sustaining viable branches. In several counties plans are already developed for opening new branches, made possible by the important cooperation of the municipalities involved. If the existing and planned branches can be conceived by the county libraries involved as instruments for consolidating small and ineffectual association libraries and stations there is much to be gained as suggested above. But, if the branch becomes merely another outlet unit, inadequately stocked with books and limited in professional services, it is clear that further demands will be made upon an already overburdened library resource.

ORGANIZATION STUDIES

Preliminary to any change in present patterns of service along the lines recommended above, each of the 13 county libraries should plan a detailed organization study. Such surveys should include a careful examination of the present levels of service to schools and libraries, policy or practices with regard to station and bookmobile service and operation and, where applicable, area reference functions. Each study should include consultation with the officials of all schools currently served and with the trustees and librarians of all libraries in the county system. The advice and active participation of the staff of the State Library and the State Department of Education should be sought.

Such dialogues can produce intelligent guidelines for a disengagement from schools, identify closeable stations, and indicate where station services should or can be consolidated. In pointing out where the scope of service can be trimmed and strengthened, the study should serve to clarify and give direction to county library service policy. Accordingly, the range and level of professional county library staff requirements and suitable organizational structure should be measured against the new and potential dimensions of service. The study should be used to interest and involve local officials and school administrators in the problems of the county library, and to obtain their cooperation in solving them. Counties which have recently completed studies should determine whether such studies meet these necessary specifications and act accordingly.

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[1] Mildred W. Sandoe and Walter T. Brahm, op. cit., p. 77.

THE STATE LIBRARY

The State Library should appoint a professional librarian, trained and experienced in regional library services administration, to the staff of the Public and School Library Services Bureau. He should have at least three professional assistants with administrative background in various regional library service functions. It would be the responsibility of this professional group to develop a detailed plan for implementing the New Jersey regional library services systems and to administer a continuing program of state services to operating regions.

In developing a plan of implementation, the regional library service staff should draft necessary legislation, determine the boundaries of regional systems, and develop various educational and promotional materials which will be required to inform libraries, government officials, educators and the general public on the nature of the state's regional library program. Regional service should be developed, including formulas controlling the state's financial role in regional operations.

APPENDIXES

QUESTIONNAIRES

MEMBER LIBRARY QUESTIONNAIRE

Questionnaires were sent to 120 libraries listed in New Jersey Public Library, Statistics, 1964[1] as belonging to county library "systems." The questionnaires were addressed to the president of the board of trustees or, if there was no board of trustees, to the librarian of the member library. Later on in the course of the study, information was developed on the member libraries showing that, as of December 31, 1966, there was a total of 131 member libraries in the 13 county systems. In addition, it was learned that one member library in Cape May had closed and two of the libraries that were sent questionnaires (one in Monmouth and one in Sussex) are branches of the county library. The questionnaire for the library in Monmouth was returned but the answers have not been included in the tabulations.

The questionnaire served two main purposes:

1. To determine how the member libraries evaluate the service they receive from the county library.

2. To determine how many member libraries were considering withdrawal from the county library system in the foreseeable future, and the reasons why.

A copy of the questionnaire appears at the end of this appendix marked Exhibit I.

Returns

Of the 120 questionnaires sent out, 75, or 62.5%, were returned and tabulated. The following table shows the distribution, by county, of the number of questionnaires sent out and the number of questionnaires returned compared to the total number of member libraries in each county as of December 31, 1966 as reported by the county library directors.

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[1] New Jersey Public Library Statistics, 1964 (Trenton: Public and School Library Services Bureau, New Jersey State Library).

Table A-1

NUMBER OF MEMBER LIBRARIES IN QUESTIONNAIRE MAILING AND RETURNS COMPARED TO TOTAL MEMBER LIBRARIES

County	Total Member Libraries as of 12/31/66	Libraries in Questionnaire Mailing	Libraries in Questionnaire Returns
Atlantic	11	11	5
Burlington	14	13	10
Camden	17	16	9
Cape May	7	8	2
Cumberland	5	5	3
Hunterdon	4	2	2
Mercer	2	2	1
Monmouth	23	21	16*
Morris	24	20	13
Ocean	4	4	2
Somerset	13	10	8
Sussex	5	6	2
Warren	2	2	2
Total	131	120	75*

* An additional questionnaire received from Monmouth County was excluded from the tabulations since, subsequent to the questionnaire mailing, it was learned that the library (in Ocean Township) is a branch of the Monmouth County Library.

Four of the 75 questionnaires had been completed by librarians, 67 had been completed by trustees, and four had been completed by persons not giving their affiliation with the library.

Tabulation

In the covering letter for the questionnaire, respondents were told, "Information gathered by means of this questionnaire will be presented in aggregate form only; no material from any single response will be used for discussion or illustrative purposes without the express permission of respondents and in no case will respondents be identified." The questionnaire mailing included only two member libraries for each of Hunterdon, Mercer, and Warren counties. It was felt that respondents in these counties, and even in some of the other counties, would be easily identified if data from the questionnaires were presented by county, and, therefore, the data presented in this report are for the 13 counties as a whole.

However for internal purposes the responses were tabulated and studied by county.

Findings

Evaluation of Service Received from the County Library. Almost all libraries represented in the returns (70 out of 75) had books on loan from the county library in 1965. In contrast, very few libraries had films, records or periodicals from the county library— five had films, five had records and five had periodicals. In addition, 41 of the libraries had participated in library service training or staff workshop sessions at least once during 1963, 1964 and 1965; 33 had received book selection advice in 1965 and 19 had received juvenile programs in 1965.

Figures for cataloging and physical preparation by the county library were not tabulated because it was obvious in some instances that the member libraries were reporting work done on books on loan from the county library rather than on member library books, and it was impossible to determine all instances of such reporting.

In answer to an open-ended question asking about other county library services received, 13 respondents listed bookmobile service; 13 listed special request books; eight listed advice; seven listed the McNaughton service, and six listed assistance with printing. No other service was reported by any more than a total of three member libraries.

The respondents were asked to rate these services of the county library as "excellent," "good," "fair," or "poor" in terms of their own library's needs. Listed below is the number of respondents that rated their county library in each category.

Excellent	25
Good	26
Fair	15
Poor	7
No answer	2
Total	75

The seven respondents who rated their county library as "poor" are from three different counties.

Possibility of Withdrawal from the County Library System. Eleven of the 75 respondents said that there was a possibility of their municipality's withdrawing from the county library system; 60 said no, as far as they knew, there was no such possibility; and four gave no answer to this question. The 11 municipalities that might withdraw are in six different counties.

Of the 11 respondents that said their municipality might withdraw, five gave reasons that were financial in nature—the dedicated tax was too high or they were paying more than was being returned in services, three said that the service of the county library was inadequate, one said the local library had outgrown the need for the county library, and two gave no reasons.

Other Findings. Other tabulations of the questionnaires made during the course of this study are presented in the following paragraphs.

1. Only one of the 67 trustees completing the questionnaire did not answer the question about the number of years he had been a trustee of the member library. The average length of service for the 66 trustees responding is 11 years and the median number of years served is eight.

2. The 75 member libraries represented in this tabulation were established as follows:

Before 1927	35
1927 - 1936	6
1937 - 1946	5
1947 - 1956	4
1957 - 1966	21
No answer	4
Total	75

3. Respondents were asked what the county library should be doing for their libraries that it is not presently doing. Twenty-one of the 75 respondents gave no answer to this question and another 11 said they had no suggestions for additional service. In the 44 questionnaires with suggestions for additional service from the county library, the following are the services suggested and the number of respondents listing each service:

Faster service on requests - 12
Central processing - 12
More and/or better reference material - 8
Workshops and meetings - 7
Central purchasing - 6
More and/or better books - 4
Book selection advice - 4
Assistance with juvenile programs - 4
In-service training - 4
Assistance with publicity - 4
Book lists - 3
Films and filmstrips - 3
Recordings - 2
General consulting services - 2
Assistance with cataloging - 2
Catalog cards for books on loan - 2
Cooperative book selection - 2
Convenient reference center - 2
Improved county library facilities - 2
Adequate county library staff - 2

There were 31 other suggestions for additional or improved service, none of which was mentioned by more than one respondent.

4. Seventy of the 75 municipalities had never withdrawn from, and then rejoined, the county library system. This question was not answered for the five other municipalities.

5. In response to the question about priorities for county library service, 50 rated public library service before school library service, seven rated school library service before public library service, and 18 gave no answer to the question.

6. Two of the respondents said they were presently county library commissioners, 67 said they were not, and six did not answer the question. The two respondents who are county library commissioners are the only two who reported ever being county library

commissioners. Sixty-five of the 73 other respondents said they never had been commissioners and eight did not answer the question.

MUNICIPAL LIBRARY QUESTIONNAIRE

A second questionnaire was sent to the librarians of the 44 municipal libraries, in 11 of the 13 counties, that are not members of county library "systems." (All libraries in Cumberland and Sussex counties belong to the county library system.)

The purposes of this questionnaire were:

1. To determine how the libraries that are not members of the county library system appraise the services of the county library. (The municipal libraries were asked to evaluate the services of the county library only if the county library serves as the area reference library since this is an affiliation that would provide a common basis for judging the county library's services.)

2. To determine under what conditions, if any, the municipality would join or rejoin the county library system.

A copy of the questionnaire appears as Exhibit II at the end of this appendix.

Returns

Of the 44 questionnaires sent to librarians, 36, or 81.8%, were returned and tabulated. The following table shows the number of questionnaires sent and the number of questionnaires returned, by county.

Table A-2

NUMBER OF EXEMPT MUNICIPAL LIBRARIES IN QUESTIONNAIRE MAILING AND RETURNS

County	Libraries in Questionnaire Mailing	Libraries in Questionnaire Returns
Atlantic	1	1
Burlington	1	1
Camden	5	4
Cape May	1	1
Cumberland	0	0
Hunterdon	3	2
Mercer	5	3
Monmouth	10	9
Morris	8	7
Ocean	3	3
Somerset	2	2
Sussex	0	0
Warren	5	3
Total	44	36

Tabulation

As with the responses for member libraries, the responses for these libraries that are not members of county library systems were tabulated and studied by county. However, because the municipal libraries are so few in number (three counties have only one exempt municipal library each), the responses have been combined and presented in this report as a unit to respect the confidentiality assured the respondents.

Findings

Adequacy of Services Received from the County Library. Twenty-one of the municipal libraries that are not members of county library systems are served by a county library in its role as an area reference library. The other 23 municipal libraries in these 11 counties either are served by a municipal library that has been designated as an area reference library or they are located in an area for which no area reference library has yet been designated.

The following table shows the distribution, by county, of the 21 municipal libraries that are served by a county library-area reference library, the particular county library-area reference library that serves each of these municipal libraries, and the number of municipal libraries that returned the questionnaire.

Table A-3

NUMBER OF EXEMPT MUNICIPAL LIBRARIES SERVED BY A COUNTY LIBRARY-AREA REFERENCE LIBRARY IN QUESTIONNAIRE MAILING AND RETURNS

County	Libraries in Questionnaire Mailing	County Library-Area Reference Library	Libraries in Questionnaire Returns
Burlington	1	Burlington	1
Hunterdon	2	1-Somerset; 1-Sussex	1
Monmouth	10	Monmouth	9
Ocean	3	Ocean	3
Somerset	1	Somerset	1
Warren	4	Sussex	3
	21		18

Of the 18 municipal libraries shown above that returned a questionnaire, the following is the number that reported receiving each of the different services from the county library-area reference library in 1965.

County library acquisition lists - 9
Books (interlibrary loan) - 6
Telephone or mail information - 6
Reference service consultation - 5
Staff training sessions - 3
Photocopy service - 3
Periodicals (interlibrary loan) - 2
Book location information - 2
Records (interlibrary loan) - 1
Union lists - 1

The librarians of these 18 municipal libraries were asked to indicate how adequately the services met the needs of their library at the present time. Two librarians said the county library-area reference library more than adequately met their needs; seven said the county library-area reference library adequately met their needs; five said the county library-area reference library less than adequately met their needs; and four gave no answer to this question.

Possibility of Joining or Rejoining the System. All the librarians of the exempt municipal libraries were asked under what conditions they thought their municipality might join or rejoin the county library system. Of the 36 librarians that returned the questionnaire, nine gave no answer to this question. Eighteen of the 27 librarians answering the question said their municipality would not join or rejoin the system. Most of the 18 gave no reason; three who did said their library was too large to benefit from the county library. Of the nine that said their municipality might join under certain conditions, eight outlined those conditions—six were for more or better services from the county library and two were to abolish the dedicated tax.

Other Findings. The librarians of the exempt municipal libraries were asked, if the county library had the resources and staff, what library services would represent an important supplement to those they themselves were able to provide or likely to provide in the near future. The following list gives the different services that were listed on the questionnaire and the number of librarians in the 36 returns who thought the service would be an important supplement for them.

Physical preparation - 13
Library service workshops or instruction sessions - 12
Cataloging - 11
Purchasing - 11
Consulting service - 7
Photocopy service - 6
Permanent book deposit - 4
Bulk long-term loan - 2
Book selection - 2

PUBLIC SCHOOL DISTRICT QUESTIONNAIRE

Mercer County Library is the only county library that does not offer service to schools. Questionnaires were sent to the administrators of the 295 school districts in the 12 other counties that were reported by the directors of the county libraries as receiving county library service.

The questionnaire to the public school districts was intended:

1. To ascertain in broad terms what services county libraries provide to school districts and the extent to which these services are used.

2. To determine for what services and how extensively the districts plan to use the county libraries in future years.

3. To learn about the districts' plans for school library development in future years.

A copy of the questionnaire is found at the end of the appendix, marked Exhibit III.

Returns

Of the 295 questionnaires sent out, 243, or 82.4%, were returned and tabulated. The number of questionnaires sent to the public school districts, by county, and the number returned follows.

Table A-4

NUMBER OF PUBLIC SCHOOL DISTRICTS IN QUESTIONNAIRE MAILING AND RETURNS

County	Public School Districts in Questionnaire Mailing	Public School Districts in Questionnaire Returns
Atlantic	24	14
Burlington	42	37
Camden	30	24
Cape May	13	12
Cumberland	11	8
Hunterdon	26	21
Monmouth	41	36
Morris	30	25
Ocean	25	21
Somerset	16	15
Sussex	22	15
Warren	15	15

Findings

County Library Services Used by School Districts. Table A-5 shows, by county, the number of public school districts that currently use each of the different county library services. Since the questionnaire did not attempt to determine the use of the different services beyond the district level, a multi-school school district using a service in all schools is not differentiated from a district using a service in only one school.

Table A-5

NUMBER OF PUBLIC SCHOOL DISTRICTS USING COUNTY LIBRARY SERVICES IN 1966

County Library Service	Atlantic	Burlington	Camden	Cape May	Cumberland	Hunterdon	Monmouth	Morris	Ocean	Somerset	Sussex	Warren	All Counties
Total Replies	14	37	24	12	8	21	36	25	21	15	15	15	243
Classroom collections	12	17	14	8	4	15	16	14	16	11	12	15	154
Central library long-term loans	9	23	13	5	5	6	19	19	8	13	12	9	141
Short-term subject loans	8	25	8	5	5	16	16	14	10	13	7	11	138
Individual reference loans	5	18	10	5	3	12	18	12	8	11	12	8	122
Periodical loans	2	1	1	0	0	2	5	0	3	4	4	3	25
Assistance in organizing central library	0	19	2	3	2	7	5	1	7	4	9	5	64
Book selection advice	3	23	4	2	2	7	8	2	7	8	8	4	78
Cataloging service	0	3	1	2	0	3	1	0	3	0	3	2	18
Physical preparation service	0	0	1	0	0	3	0	1	2	0	3	2	12
Purchasing or acquisition service	0	2	0	1	0	4	2	1	1	0	3	1	15
Library staff training or workshop sessions	0	22	1	0	1	2	4	2	3	4	6	2	47

For the 12 counties as a whole, the service used by the greatest number of public school districts is the provision of classroom collections. Of the 243 school districts represented in the questionnaire returns, 154, or 63. 4%, were reported as currently using classroom collections from the county library. In descending order, the use of other county library services by school districts is as follows: central library long-term loans (141 districts, or 58. 0%); short-term subject loans (138 districts, or 56. 8%); individual reference loans (122, or 50. 2%); book selection advice (78, or 32. 1%); assistance in organizing a central library (64, or 26. 3%); library staff training or workshop sessions (47, or 19. 3%); periodical loans (25, or 10. 3%); cataloging service (18, or 7. 4%); purchasing or acquisition service (15, or 6. 2%); and physical preparation service (12, or 4. 9%).

Grouping the replies by county, the provision of classroom collections is the service used by the greatest number of districts in five counties—Atlantic, Camden, Cape May, Ocean and Warren; central library long-term loans is the service used by most districts in two counties—Monmouth and Morris; short-term subject loans is used by the most districts in another two counties—Burlington and Hunterdon; both central library long-term loans and short-term subject loans are used to the same extent and more than any other service in Cumberland and Somerset counties; and classroom collections, central library long-term loans and individual reference loans are used to the same extent and more than the other services in Sussex County.

Within each county, the greatest number of districts using any service ranges from 19 of the 36 districts in the questionnaire returns from Monmouth County, or 52. 8%, to all 15 districts in the returns from Warren County, or 100%.

Five services from the county library—classroom collections, central library long-term loans, short-term subject loans, individual reference loans, and book selection advice—were reported as being used by at least one public school district in each of the 12 counties. The other six services were reported as being used in less than 12 counties; assistance in organizing the central library was reported in 11 counties; library staff training or workshop sessions were reported in ten counties; periodical loans were reported in nine counties; both cataloging service and purchasing or acquisition service were reported in eight counties; and physical preparation was reported in six counties.

Future Use of County Library Services. Table A-6 shows, by county and for the 12 counties as a whole, the future use of each of the county library services during the next ten years. If the school district currently used the county library service, the district was asked to indicate whether future use would be the same, greater, or less than current use. Responses of school districts for the 12 counties as a whole were similar for nine of the 11 services listed—classroom collections, central library long-term loans, individual reference loans, periodical loans, assistance in organizing a central library, book selection advice, cataloging service, purchasing or acquisitions service, and library staff training or workshop sessions. The greatest number of school districts that currently use each of the nine services (from 42% to 60% of the totals) plan to use the service to the same extent in the future as they do now. The second greatest number of districts (from 24% to 40%) plan to use the service to a greater extent in the future than now. These two groups—districts that plan to use a service to the same extent in the future and districts that plan to use a service to a greater extent—account for 70% or more of districts currently using each of the services. The third and fourth place groups are districts that plan to use the service less in the future (from 0 to 19%) or districts that gave no answer, either not completing the question or indicating they planned no future use of the service (from 10% to 14%).

For the other two services listed on the questionnaire—short-term subject loans and physical preparation service—the pattern of use planned for the future differs only slightly. For short-term subject loans, the number is the same for districts that plan to use the service to the same extent in the future and those that plan to use it to a greater extent. For physical preparation, six districts plan to use the service to a greater extent compared to five that plan to use it to the same extent. Again, districts that plan to use these services less in the future, not at all or that did not answer the question represent a small percentage of the total.

The pattern of future use for the 12 counties as a whole—of less than 20% of the school districts currently using a service, indicating they plan to use the service less in the future than they do now —is generally followed in each of the individual counties.

A number of school districts reported plans to use services in the future, if they are available, that they do not now use. The greatest interest for additional service was shown in library staff training or workshop sessions (37 districts in the 12 counties), cataloging service (27 districts), and assistance in organizing a central library (27 districts).

Table A-6

FUTURE USE OF COUNTY LIBRARY SERVICES BY PUBLIC SCHOOL DISTRICTS

County Library Service	Currently Use	Future Use				Plan To Use
		Greater	Same	Less	No Answer	
Atlantic County Library						
Classroom collections	12	4	5	2	1	0
Central library long-term loans	9	3	4	2	0	0
Short-term subject loans	8	3	5	0	0	1
Individual reference loans	5	1	2	1	1	1
Periodical loans	2	0	1	1	0	1
Assistance in organizing central library	0	0	0	0	0	2
Book selection advice	3	2	1	0	0	1
Cataloging service	0	0	0	0	0	2
Physical preparation service	0	0	0	0	0	1
Purchasing or acquisition service	0	0	0	0	0	1
Library staff training or workshop sessions	0	0	0	0	0	2
Burlington County Library						
Classroom collections	17	6	5	5	1	1
Central library long-term loans	23	7	12	3	1	1
Short-term subject loans	25	14	10	1	0	1
Individual reference loans	18	9	8	1	0	2
Periodical loans	1	1	0	0	0	6
Assistance in organizing central library	19	4	9	6	0	3
Book selection advice	23	5	13	4	1	3
Cataloging service	3	1	1	1	0	1
Physical preparation service	0	0	0	0	0	3
Purchasing or acquisition service	2	0	2	0	0	2
Library staff training or workshop sessions	22	6	11	1	4	7
Camden County Library						
Classroom collections	14	4	4	3	3	0
Central library long-term loans	13	3	5	2	3	2
Short-term subject loans	8	2	5	1	0	1
Individual reference loans	10	3	4	0	3	0
Periodical loans	1	0	0	0	1	1
Assistance in organizing central library	2	0	0	0	2	3
Book selection advice	4	2	1	0	1	3
Cataloging service	1	0	0	0	1	3
Physical preparation service	1	1	0	0	0	2
Purchasing or acquisition service	0	0	0	0	0	0
Library staff training or workshop sessions	1	0	0	0	1	4

Table A-6 (continued)

County Library Service	Currently Use	Future Use				Plan To Use
		Greater	Same	Less	No Answer	
Cape May County Library						
Classroom collections	8	4	2	1	1	0
Central library long-term loans	5	2	1	1	1	0
Short-term subject loans	5	3	1	0	1	1
Individual reference loans	5	2	2	0	1	1
Periodical loans	0	0	0	0	0	0
Assistance in organizing central library	3	1	1	1	0	0
Book selection advice	2	0	2	0	0	0
Cataloging service	2	1	1	0	0	1
Physical preparation service	0	0	0	0	0	0
Purchasing or acquisition service	1	1	0	0	0	0
Library staff training or workshop sessions	0	0	0	0	0	1
Cumberland County Library						
Classroom collections	4	1	3	0	0	0
Central library long-term loans	5	2	2	0	1	1
Short-term subject loans	5	2	2	0	1	0
Individual reference loans	3	2	1	0	0	0
Periodical loans	0	0	0	0	0	0
Assistance in organizing central library	2	0	1	0	1	2
Book selection advice	2	0	1	0	1	0
Cataloging service	0	0	0	0	0	1
Physical preparation service	0	0	0	0	0	1
Purchasing or acquisition service	0	0	0	0	0	0
Library staff training or workshop sessions	1	0	1	0	0	2
Hunterdon County Library						
Classroom collections	15	7	6	0	2	0
Central library long-term loans	6	1	3	1	1	2
Short-term subject loans	16	8	5	1	2	2
Individual reference loans	12	5	5	0	2	1
Periodical loans	2	1	1	0	0	2
Assistance in organizing central library	7	4	1	1	1	1
Book selection advice	7	3	2	1	1	1
Cataloging service	3	2	1	0	0	1
Physical preparation service	3	2	1	0	0	1
Purchasing or acquisition service	4	1	3	0	0	1
Library staff training or workshop sessions	2	1	1	0	0	4
Monmouth County Library						
Classroom collections	16	7	6	2	3	1
Central library long-term loans	19	6	8	3	2	4
Short-term subject loans	16	6	7	1	2	6

Table A-6 (continued)

County Library Service	Currently Use	Future Use				Plan To Use
		Greater	Same	Less	No Answer	
Monmouth County Library (continued)						
Individual reference loans	18	6	10	1	1	1
Periodical loans	5	3	2	0	0	2
Assistance in organizing central library	5	0	4	1	0	5
Book selection advice	8	1	5	1	1	4
Cataloging service	1	0	1	0	0	4
Physical preparation service	0	0	0	0	0	4
Purchasing or acquisition service	2	1	1	0	0	2
Library staff training or workshop sessions	4	1	2	1	0	5
Morris County Library						
Classroom collections	14	4	3	3	2	1
Central library long-term loans	19	8	4	5	2	2
Short-term subject loans	14	6	2	2	4	3
Individual reference loans	12	4	2	1	5	1
Periodical loans	0	0	0	0	0	0
Assistance in organizing central library	1	1	0	0	0	2
Book selection advice	2	1	0	0	1	2
Cataloging service	0	0	0	0	0	3
Physical preparation service	1	1	0	0	0	0
Purchasing or acquisition service	1	0	0	0	1	1
Library staff training or workshop sessions	2	0	2	0	0	2
Ocean County Library						
Classroom collections	16	2	9	2	3	0
Central library long-term loans	8	2	3	3	0	1
Short-term subject loans	10	4	4	1	1	1
Individual reference loans	8	3	4	1	0	0
Periodical loans	3	2	1	0	0	0
Assistance in organizing central library	7	4	3	0	0	3
Book selection advice	7	2	4	0	1	2
Cataloging service	3	2	1	0	0	3
Physical preparation service	2	1	1	0	0	0
Purchasing or acquisition service	1	0	1	0	0	1
Library staff training or workshop sessions	3	2	1	0	0	3
Somerset County Library						
Classroom collections	11	2	4	3	2	1
Central library long-term loans	13	3	6	2	2	1
Short-term subject loans	13	5	5	1	2	0
Individual reference loans	11	4	5	0	2	1
Periodical loans	4	1	1	0	2	2
Assistance in organizing central library	4	0	3	0	1	3
Book selection advice	8	0	5	0	3	4

Table A-6 (continued)

County Library Service	Currently Use	Future Use				Plan To Use
		Greater	Same	Less	No Answer	
Somerset County Library (continued)						
Cataloging service	0	0	0	0	0	4
Physical preparation service	0	0	0	0	0	3
Purchasing or acquisition service	0	0	0	0	0	2
Library staff training or workshop sessions	4	2	1	0	1	1
Sussex County Library						
Classroom collections	12	1	8	2	1	0
Central library long-term loans	12	1	9	1	1	1
Short-term subject loans	7	2	5	0	0	1
Individual reference loans	12	5	7	0	0	0
Periodical loans	4	0	4	0	0	1
Assistance in organizing central library	9	2	3	2	2	0
Book selection advice	8	1	6	0	1	0
Cataloging service	3	1	1	0	1	1
Physical preparation service	3	1	1	0	1	1
Purchasing or acquisition service	3	1	1	0	1	0
Library staff training or workshop sessions	6	1	5	0	0	2
Warren County Library						
Classroom collections	15	3	11	1	0	0
Central library long-term loans	9	4	5	0	0	1
Short-term subject loans	11	3	7	1	0	0
Individual reference loans	8	3	5	0	0	1
Periodical loans	3	2	1	0	0	1
Assistance in organizing central library	5	2	2	1	0	3
Book selection service	4	2	2	0	0	1
Cataloging service	2	0	2	0	0	3
Physical preparation service	2	0	2	0	0	2
Purchasing or acquisition service	1	0	1	0	0	1
Library staff training or workshop sessions	2	0	1	1	0	4
Total for Twelve Counties						
Classroom collections	154	45	66	24	19	4
Central library long-term loans	141	42	62	23	14	16
Short-term subject loans	138	58	58	9	13	17
Individual reference loans	122	47	55	5	15	9
Periodical loans	25	10	11	1	3	16
Assistance in organizing central library	64	18	27	12	7	27
Book selection advice	78	19	42	6	11	21
Cataloging service	18	7	8	1	2	27
Physical preparation service	12	6	5	0	1	18
Purchasing or acquisition service	15	4	9	0	2	11
Library staff training or workshop sessions	47	13	25	3	6	37

Plans for Future School Library Development. Administrators were asked what plans had been made, or were likely to be made, for school library development in their districts over the next five years. The following list shows the different plans reported by administrators in all 12 counties and the number of districts—out of the total of 243 in the returns—for which these plans were reported.

Professional personnel—first-time or additional - 84
Enlarged book collection - 50
New school(s) planned with central library(s) - 41
Central library(s) for schools now without them - 39
Enlarged library facilities - 35
Central library(s) expanded physically - 19
Clerical personnel—first-time or additional - 14
Library(s) expanded to instructional materials center(s) - 16
Increased AV materials - 12
Facilities upgraded to meet standards - 11
Increased library resources - 6
New central library to replace existing facility - 5
More hours open for student use - 5
Increased library services - 5
Microfilm and microcard material - 4
Expanded classroom collections - 4
Second central library in same building - 3
AV centers in libraries - 3
Library instruction classes - 3
New combined school and public library - 2
Enlarged periodicals collection - 1
Teachers' professional library in library - 1
Copying device provided - 1
Increased teaching aids - 1
Central card catalog provided - 1
Central cataloging for uniformity - 1
Services extended to district students attending non-public schools - 1
Increased school library budget - 1
Student helpers in lieu of PTA volunteers - 1
Enlarged existing library to serve all schools in district - 1

Plans for central libraries reported by 39 districts were studied further to determine what they mean in terms of the number of schools to be provided with central libraries in the next five years.

The 243 questionnaires that were returned from public school districts represent 100 secondary schools and 568 elementary schools. All 100 secondary schools and 366, or 64.4%, of the 568 elementary schools were reported as having central libraries. The breakdown for these figures for the 12 counties is as follows:

Table A-7

NUMBER OF SECONDARY AND ELEMENTARY SCHOOLS WITH CENTRAL LIBRARY COMPARED TO ALL SCHOOLS IN QUESTIONNAIRE RETURNS

	Secondary Schools		Elementary Schools	
County	Number of Schools	Number with Central Library	Number of Schools	Number with Central Library
Atlantic	3	3	41	20
Burlington	17	17	77	55
Camden	9	9	64	35
Cape May	2	2	17	10
Cumberland	3	3	31	8
Hunterdon	8	8	30	27
Monmouth	18	18	90	54
Morris	15	15	90	73
Ocean	6	6	36	28
Somerset	13	13	52	34
Sussex	5	5	19	14
Warren	1	1	21	8
Total	100	100	568	366

The table below shows the plans for libraries in 200 of the 202 elementary schools currently without central libraries. (The two schools excluded from the table are to be closed soon.) As shown here, 66, or 33.0%, of the schools have plans for central libraries; 53, or 26.5%, of the schools have no plans for central libraries within the next five years; and 81, or 40.5%, were not reported on concerning their plans for central libraries.

Table A-8

PLANS FOR CENTRAL LIBRARY IN PUBLIC SCHOOLS NOW WITHOUT CENTRAL LIBRARY

County	Schools Without Central Library	Schools with Plans for Central Library	Schools with "No Plans for Central Library"	Schools with No Answer About Plans for Libraries
Atlantic	21	10	5	6
Burlington	22	12	1	9
Camden	29	4	7	18
Cape May	7	0	6	1
Cumberland	23	4	13	6
Hunterdon	3	0	1	2
Monmouth	35*	8	0	27
Morris	17	8	8	1
Ocean	8	4	1	3
Somerset	17*	6	7	4
Sussex	5	3	1	1
Warren	13	7	3	3
Total	200	66	53	81

* Plus one school which is to be closed.

PRIVATE SCHOOL QUESTIONNAIRE

Nine of the county libraries—Atlantic, Burlington, Camden, Cape May, Monmouth, Morris, Ocean, Somerset, and Sussex—serve private schools. Questionnaires were sent to administrators of 114 private schools in these nine counties that were reported by the directors of the county libraries as receiving county library service.

As with the questionnaires for public schools, the purposes of this questionnaire were:

1. To ascertain in broad terms what services county libraries provide to schools and the extent to which these services are used.

2. To determine for what services and how extensively the schools plan to use the county libraries in future years.

3. To learn about the private schools' plans for school library development in future years.

This questionnaire is marked Exhibit IV at the end of the appendix.

Returns

Of the 114 questionnaires sent out, 55, or 48.2%, were returned and tabulated.

The table below shows the number of questionnaires sent out and the number of questionnaires returned by county.

Table A-9

NUMBER OF PRIVATE SCHOOLS IN QUESTIONNAIRE MAILING AND RETURNS

	Private Schools in Questionnaire Mailing	Private Schools in Questionnaire Returns
Atlantic	9	5
Burlington	22	11
Camden	13	3
Cape May	2	1
Monmouth	20	9
Morris	20	11
Ocean	2	1
Somerset	18	10
Sussex	8	4
Total	114	55

The responses to the questionnaire given in the following paragraphs are presented for the nine counties as a whole, rather than by county.

The 55 schools in the questionnaire returns represent six secondary schools, 41 elementary schools, four K - 12 schools, three nursery schools, and one special school for handicapped children.

Findings

County Library Services Used by Private Schools. The following list shows the number of private schools—of the 55 reporting—that used each of the eleven county library services listed on the questionnaire.

Central library long-term loans - 29	(52.7%)
Classroom collections - 27	(49.1%)
Short-term subject loans - 23	(41.8%)
Individual reference loans - 16	(29.1%)
Book selection advice - 16	(29.1%)
Library staff training or workshop sessions - 10	(18.2%)
Assistance in organizing a central library - 9	(16.4%)
Periodical loans - 6	(10.9%)
Cataloging service - 6	(10.9%)
Physical preparation service - 3	(5.5%)
Purchasing or acquisition service - 1	(1.8%)

Future Use of County Library Service. The following table shows the future use of each of the county library services planned by the 55 private schools. For the six services currently used by ten or more of the schools, the pattern of responses for future use is similar to that for the public school districts: most of the schools indicate they plan to use the service to the same extent or to a greater extent in future years. However, the number of responses in these two groups is proportionally less heavy than that for the public school districts. Together, the schools that plan to use the service to the same extent in the future and those that plan to use it to a greater extent account for from 62% to 77% of all the private schools responding compared to from 70% to 92% of the public school districts in these two groups. For four of the five services currently used by less than ten private schools, the percentage of schools planning to use the service to the same extent or to a greater extent decrease to a range of from 33% to 50%. For the fifth service—purchasing or acquisition—the one school that now uses the service plans to use it to a greater extent in the future.

In addition, a number of schools plan to use services in the future that they do not now use. The greatest interest for additional service was shown by seven schools for individual reference loans.

Table A-10

FUTURE USE OF COUNTY LIBRARY SERVICES BY PRIVATE SCHOOLS

County Library Service	Currently Use	Future Use: Greater	Future Use: Same	Future Use: Less	Future Use: No Answer	Plan To Use
Central library long-term loans	29	12	9	2	6	4
Classroom collections	27	12	9	1	5	3
Short-term subject loans	23	13	4	2	4	5
Individual reference loans	16	5	5	1	5	7
Book selection advice	16	4	6	1	5	6
Library staff training or workshop sessions	10	4	3	0	3	6
Assistance in organizing a central library	9	1	2	3	3	3
Periodical loans	6	2	1	0	3	3
Cataloging service	6	2	1	0	3	5
Physical preparation service	3	0	1	1	1	0
Purchasing or acquisition service	1	1	0	0	0	0

Plans for Future School Development. The administrators were asked what plans had been made, or were likely to be made for school library development over the next five years. The following list shows the different plans reported by the respondents and the number of schools—out of the total of 55 schools in the returns—for which these plans were reported.

Enlarged library - 15
Enlarged book collection - 15
Librarian - 9
Increased library resources - 9
Increased AV materials - 7
Central library for school now without one - 4
New library to replace existing one - 3
Facilities upgraded to meet standards - 3
Enlarged classroom collections - 2
Museum - 1
Classroom collections provided - 1

The plans for central libraries were studied in relation to the number and types of private schools now without a central library. The 55 private schools in the questionnaire returns are distributed as follows:

Table A-11

NUMBER OF PRIVATE SCHOOLS IN QUESTIONNAIRE RETURNS WITH AND WITHOUT CENTRAL LIBRARY

	Total Schools in Questionnaire Returns	Schools with Central Library	Schools without Central Library
Secondary	6	6	0
Elementary	41	32	9
K-12	4	4	0
Nursery	3	0	3
Special	1	0	1
	55	42	13

The four schools with plans for central libraries listed above are four of the nine elementary schools at present without such facilities.

Exhibit I

Questionnaire

Dear Trustee:

Information gathered by means of this questionnaire will be presented in aggregate form only; no material from any single response will be used for discussion or illustration purposes without the express permission of respondents and in no case will respondents be identified. All returned questionnaires will be held as confidential in our New York offices. Returns should be mailed in the self-addressed and stamped envelope no later than October 31, 1966. We are grateful for your cooperation.

Nelson Associates, Inc.
845 Third Avenue
New York, N.Y. 10022

Name of library of which respondent is a trustee ____________________

Address of library (city or town) ____________________

Legal description of library: Association ☐ Municipal ☐

Name of responding trustee ____________________

Present position on library board of trustees ____________________

How many years have you been a trustee of the above library? __________

1. What is the population of the municipality served by your library according to (a) 1960 census? ____________________

   (b) 1965 estimate by county planning board? ____________________

2. What was the total number of library card holders as of December 31, 1965? ____________________

3. What year was the library first established? ____________________

4. What was the date of incorporation? ____________________

5. What was the total income for support of the library during 1965? ____________________

6. Please indicate the holdings of your library as follows:

	Owned by your library as of Dec. 31, 1965	On long term loan from county library Dec. 31, 1965	Borrowed from county library during 1965
Total books			
Total films			
Total records (sound transcriptions)			
Total subscriptions to periodicals		xxxxxxxxxxxxx	xxxxxxxxxxxx
Total periodicals	xxxxxxxxxxxx		

7. Please indicate below the number of times your library has received the following county library services:

   (a) Library service training or staff workshop sessions during the last three calendar years (1963, 1964 and 1965) ____________________

   (b) Book selection advice during 1965 ____________________

(c) Physical preparation and cataloging during 1965

____

(d) Juvenile programs, such as story telling sessions, etc., during 1965

____

(e) Please describe any other services received during 1965 by your library and indicate the number of times as above

____

____

____

____

____

(f) How would you rate the total service of the county library described in (a), (b), (c), (d) and (e) above in terms of your library's needs?

Excellent ☐

Good ☐

Fair ☐

Poor ☐

8. What should the county library be doing for your library that it is presently not doing? (Please answer this question fully even though the county library may not at this time be able to perform these services.) ____________________________________

____

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____

9. So far as you know, is there any possibility that your municipality will withdraw (become exempt from the county library dedicated tax) from the county library system in the foreseeable future?

Yes ☐ No ☐

If "yes", describe briefly the reasons which, in your opinion, would lead to such a decision:

____

____

____

10. Has your municipality at any time withdrawn from the county library system?

Yes ☐ No ☐

If "yes", when (year) and how long did your municipality remain out of the system?

____

Why did your municipality leave the system?

____

____

____

____

____

What were the conditions which led your municipality to rejoin the system?

____

____

____

____

____

11. If you were asked to give priorities to county library service, would you rate:

    Public library service before school library service? ☐

    or

    School library service before public library service? ☐

12. Are you a county library commissioner?

    Yes ☐ No ☐

13. Have you ever been a county library commissioner?

    Yes ☐ No ☐

    If "yes", what was the date of your term(s)?

    ____

14. An additional comments you may wish to volunteer will be welcomed.

    ____

    ____

    ____

    ____

    ____

    ____

Thank you.

Exhibit II

Questionnaire

Dear Librarian:

Information gathered by means of this questionnaire will be presented in aggregate form only; no material from any single response will be used for discussion or illustration purposes without the express permission of respondents and in no case will respondents be identified. All returned questionnaires will be held as confidential in our New York offices. Returns should be mailed in the self-addressed and stamped envelope no later than October 31, 1966. We are grateful for your cooperation.

Nelson Associates, Inc.
845 Third Avenue
New York, N.Y. 10022

Name of responding librarian ______________________

Title ______________________

Name of library ______________________

Located in municipality of ______________________

County of ______________________

Please indicate which of the following applies to you:

Library service degree Yes ☐ No ☐

N.J. State librarian's certificate Yes ☐ No ☐

1. What is the population of the municipality served by your library?

   1960 census ____________

   1965 estimate by county planning board ____________

2. What was the size of your book holdings, exclusive of long term book loans from the county library, as of December 31, 1965?

   ____

3. Does your municipality presently pay the county library dedicated tax?

   Yes ☐

   No ☐

4. Is your library located in a reference area in which a county library has been designated the area reference library?

   Yes ☐

   No ☐

   If "no", do not answer parts (a), (b), (c) and (d) of this question.

   (a) If "yes", what is the name of the county library which serves as your area reference library? ____________________________

   (b) What kinds of services do you receive from the county area reference library? ____________________________

	Number of items loaned, service units provided, professional visits made, or information distributions made in 1965
(i) Interlibrary loan	
Books	____________
Periodicals	____________
Records	____________
Other	____________

	Number of items loaned, service units provided, professional visits made, or information distributions made in 1965
(ii) Telephone or mail information	
(iii) Photocopy service	
(iv) County library acquisition lists	
(v) Union lists	
(vi) Book location information	
(vii) Reference service consultation	
(viii) Stafftraining sessions	
(ix) Other services (please specify)	

(c) In your opinion, does the service you have indicated in (b) above meet the needs of your library at the present time?

More than adequately ☐

Adequately ☐

Less than adequately ☐

(d) Please describe briefly what additional services you would like to see developed as a part of the area reference library's functions:

5. If your library is not now a member of the county library system, under what conditions do you think your municipality would join or rejoin the county library system?

6. If the county library had the resources and staff, what library services would represent an important supplement to those you are presently able or likely to provide in the near future?

Bulk long term loan ☐
Permanent book deposit ☐
Consulting service ☐
Photocopy service ☐
Purchasing ☐
Book selection ☐

Cataloging ☐

Physical preparation of books ☐

Library service workshops or instruction sessions ☐

Other (please specify)

____

____

____

7. Do you have any suggestions for developing a closer working or organizational relationship between your library and the county library?

____

____

____

____

____

____

8. Any additional comments you may wish to volunteer will be welcomed.

____

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____

____

Thank you.

Exhibit III

Questionnaire

Dear School Administrator:

Information and data gathered by means of this questionnaire will be presented in aggregate form; in no case will individual returns be singled out for special treatment without the express permission of the respondent concerned and in such cases the respondent will not under any circumstances be identified. Attached are three copies of the questionnaire; one to be returned in the self-addressed and stamped envelope to Nelson Associates; one to be sent to your county superintendent of schools; and one for your own files. Returns should be mailed no later than November 7, 1966. We shall be grateful for your cooperation.

Nelson Associates, Inc.
845 Third Avenue
New York, N. Y. 10022

Name of school district ______________________________

Name and title of administrator completing questionnaire ______________

____

Address ______________________________

County of ______________________________

1. How many secondary schools are located in your district as of September 30, 1966? __________

   How many of these schools have central libraries? __________

2. How many elementary schools are located in your district as of September 30, 1966? __________

   How many of these schools have central libraries? __________

3. Please state briefly what plans have been made, or are likely to be made, for school library development in your district over the next five years, e.g., establishing or enlarging central libraries; engagement of state certified school librarians; etc.

   ____

   ____

   ____

   ____

   ____

   ____

   ____

4. Please indicate below by making a check mark the county library services your school district is currently using and/or plans to use during the next ten years:

County Library Service	Currently Use	Plan to Use	Future use, compared to current use, will be:		
			Greater	Same	Less
☐ Classroom collections	___	___	___	___	___
☐ Central library long term loans	___	___	___	___	___
☐ Short term subject loans	___	___	___	___	___
☐ Individual reference loans	___	___	___	___	___
☐ Periodical loans	___	___	___	___	___
☐ Assistance in organizing central library	___	___	___	___	___
☐ Book selection advice	___	___	___	___	___
☐ Cataloging service	___	___	___	___	___
☐ Physical preparation service	___	___	___	___	___
☐ Purchasing or acquisition service	___	___	___	___	___
☐ Library staff training or workshop sessions	___	___	___	___	___
☐ Other services (please specify)					
___	___	___	___	___	___
___	___	___	___	___	___
___	___	___	___	___	___

5. What types of school library service not now provided by the county library would your school district find useful now and in the future?

____

____

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____

____

____

Thank you.

Exhibit IV

Questionnaire

Dear School Administrator:

Information and data gathered by means of this questionnaire will be presented in aggregate form; in no case will individual returns be singled out for special treatment without the express permission of the respondent concerned and in such cases the respondent will not under any circumstances be identified. Returns should be mailed in the attached self-addressed and stamped envelope no later than November 7, 1966. We shall be grateful for your cooperation.

Nelson Associates, Inc.
845 Third Avenue
New York, N. Y. 10022

Name of school ______________________________

Name and title of person completing questionnaire ______________________________

____

Address ______________________________

County of ______________________________

1. Please indicate the grade level of your school:

Elementary ____________

Secondary ____________

Other (please specify) ____________

2. Does your school have a central library?

Yes_____ No_____

3. Please state briefly what plans have been made, or are likely to be made, for school library development in your school over the next five years, e.g., establishing or enlarging the central library; engagement of a state certified school librarian; etc.

____

____

____

____

____

____

____

4. Please indicate below by making a check mark the county library services your school is currently using and/or plans to use during the next ten years:

			Future use, compared to: current use, will be:		
County Library Service	Currently Use	Plan to Use	Greater	Same	Less
☐ Classroom collections					
☐ Central library long term loans					
☐ Short term subject loans					
☐ Individual reference loans					
☐ Periodical loans					
☐ Assistance in organizing central library					
☐ Book selection advice					
☐ Cataloging service					
☐ Physical preparation service					
☐ Purchasing or acquisition service					
☐ Library staff training or workshop sessions					
☐ Other services (please specify)					

5. What types of school library service not now provided by the county library would your school find useful now and in the future?

____

____

____

____

____

Thank you.

COUNTY LIBRARY RESOURCES MEASURED AGAINST STANDARDS

In order to evaluate county library resources, the holdings, annual acquisitions, and personnel of the county libraries were measured against 1959 New Jersey County Library standards,[1] 1966 American Library Association standards for public library systems[2] and 1964 standards of the New Jersey Library Association's Library Development Committee for area reference libraries.[3] Data on county library resources were taken from data sheets completed for Nelson Associates, Inc. by the directors of the county libraries, annual County Library Headquarters Statistical Reports filed with the State Library, and information reported by the Public and School Library Services Bureau of the State Library. The three categories of "holdings," "annual acquisitions" and "personnel" were used because it is in these areas that both standards and county library data are uniformly available. Since much of this study was conducted during the latter half of 1966, the resources of the county libraries were analyzed using data for the year ending December 31, 1965, which was the latest period for which information was available. The data on personnel have been updated, since for 1966 the information on personnel is for the first time given in full-time equivalents. County library holdings for 1965 are presented in Table B-1, county library acquisitions for 1965 are presented in Table B-2, and county library personnel in 1966 are presented in Table B-3.

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[1] New Jersey County Library Standards (February 1959).

[2] Minimum Standards for Public Library Systems, 1966 (Chicago: American Library Association; to be published in 1967).

[3] Lowell A. Martin and Mary V. Gaver, Libraries for the People of New Jersey or Knowlege for All (New Brunswick, 1964).

Table B-1

COUNTY LIBRARY HOLDINGS AS OF DECEMBER 31, 1965
REPORTED IN VOLUMES AND TITLES

		Adult			Juvenile			Adult and Juvenile		
County Library		Fiction	Non-Fiction	Total	Fiction	Non-Fiction	Total	Fiction	Non-Fiction	Total
Atlantic	V	nr	nr	nr	nr	nr	nr	nr	nr	73,590
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Burlington	V	19,585	45,615	65,200	29,339	31,489	60,828	48,924	77,104	126,028
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Camden	V	64,114	44,412	108,526	41,337	25,972	67,309	105,451	70,384	175,835
	T	17,344	31,294	48,638	10,104	7,647	17,751	27,448	38,941	66,389
Cape May	V	nr	nr	57,484	nr	nr	23,438	42,181	38,741	80,922
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Cumberland	V	7,540	25,099	32,639	9,947	9,671	19,618	17,487	34,770	52,257
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Hunterdon	V	nr	nr	26,151	nr	nr	32,564	nr	nr	58,715
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Mercer	V	20,052*	20,053*	40,105	18,982*	18,982*	37,964	39,034*	39,035*	78,069
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Monmouth	V	nr	nr	72,809	nr	nr	79,732	nr	nr	152,541
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Morris	V	nr	nr	nr	nr	nr	nr	nr	nr	338,350
	T	nr	nr	nr	nr	nr	nr	nr	nr	90,000
Ocean	V	30,448	36,502	66,950	33,277	26,848	60,125	63,725	63,350	127,075
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Somerset	V	31,853	71,135	102,988	66,329	54,126	120,455	98,182	125,261	223,443
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Sussex	V	11,901	19,708	31,609	38,266	32,852	71,118	50,167	52,560	102,727
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Warren	V	nr	nr	21,178	nr	nr	23,491	nr	nr	44,669
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr

V - Volumes
T - Titles
nr - no record
* - Estimate

Source: Data sheets completed for Nelson Associates, Inc. by the directors of the county libraries and the "County Library Headquarters Statistical Report for Calendar Year 1965" for each library.

Table B-2

COUNTY LIBRARY ACQUISITIONS IN 1965
REPORTED IN VOLUMES AND TITLES

		Adult			Juvenile			Adult and Juvenile		
County Library		Fiction	Non-Fiction	Total	Fiction	Non-Fiction	Total	Fiction	Non-Fiction	Total
Atlantic	V	1,033	1,845	2,878	854	702	1,556	1,887	2,547	4,434
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Burlington	V	1,788	6,457	8,245	4,702	5,304	10,006	6,490	11,761	18,251
	T	649	2,837	3,486	528	754	1,282	1,177	3,591	4,768
Camden	V	2,653	2,674	5,327	1,606	1,386	2,992	4,259	4,060	8,319
	T	442	1,337	1,779	335	350	685	777	1,687	2,464
Cape May	V	1,456	889	2,345	1,136	315	1,451	2,592	1,204	3,796
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Cumberland	V	465	2,606	3,071	1,921	953	2,874	2,386	3,559	5,945
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Hunterdon	V	661	874	1,535	1,412	699	2,111	2,073	1,573	3,646
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Mercer	V	2,214*	2,215*	4,429	2,793*	2,792*	5,585	5,007*	5,007*	10,014
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Monmouth	V	2,431	5,635	8,066	5,636	4,116	9,752	8,067	9,751	17,818
	T	624	2,803	3,427	486	758	1,244	1,110	3,561	4,671
Morris	V	nr	nr	nr	nr	nr	nr	nr	nr	20,547
	T	nr	nr	nr	nr	nr	nr	nr	nr	5,137
Ocean	V	3,532	10,845	14,377	4,011	3,347	7,358	7,543	14,192	21,735
	T	1,163	3,860	5,023	930	892	1,822	2,093	4,752	6,845
Somerset	V	3,337	13,005	16,342	10,083	8,720	18,803	13,420	21,725	35,145
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Sussex	V	768	2,310	3,078	3,858	3,486	7,344	4,626	5,796	10,422
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr
Warren	V	570	738	1,308	659	440	1,099	1,229	1,178	2,407
	T	nr	nr	nr	nr	nr	nr	nr	nr	nr

V - Volumes
T - Titles
nr - no record
* - Estimate

Source: Data sheets completed for Nelson Associates, Inc. by the directors of the county libraries and the "County Library Headquarters Statistical Report for Calendar Year 1965" for each library.

Table B-3

1966 COUNTY LIBRARY PERSONNEL
REPORTED IN FULL-TIME EQUIVALENTS

County Library	Full-Time Paid Positions Filled			Part-Time Paid Positions Filled			Total Full-Time and Part-Time Paid Positions Filled			Vacant Positions (Full-Time)		Number of Staff Holding Library Degree	
	Professional	Non-Professional	Total	Professional	Non-Professional	Total	Professional	Non-Professional	Total	Professional	Non-Professional	Professional	Non-Professional
Atlantic	3	3	6	0	0	0	3	3	6	0	0	0	0
Burlington	8	27	35	0	12	12	8	39	47	3	1	9	0
Camden	3	10	13	1	1	2	4	11	15	2	2	2	0
Cape May	1	4	5	0	1	1	1	5	6	0	0	1	0
Cumberland	3	5	8	0	1	1	3	6	9	0	0	3	0
Hunterdon	1	7	8	11	1	2	2	8	10	1	2	1	0
Mercer	3	8	11	0	1½	1½	3	9½	12½	0	1	1	0
Monmouth	6	33	39	1	4	5	7	37	44	1	0	6	0
Morris	10	29	39	½	8	8½	10½	37	47½	0	1½	11	0
Ocean	6	21	27	0	6	6	6	27	33	0	0	6	0
Somerset	8½	25	33½	½	2	2½	9	27	36	½	0	9	0
Sussex	7	9	16	1	2	3	8	11	19	1	0	3	0
Warren	5	2	7	0	2	0	5	2	7	0	0	0	0

Source: Public and School Library Services Bureau, New Jersey State Library, New Jersey State Department of Education.

New Jersey County Library Standards for County Library Headquarters

The New Jersey County Library holdings standard for the county library headquarters is "50,000 books minimum. One book per capita in areas over 50,000 population."[4] Using population estimates for the county library service areas for July 1, 1965[5] (the latest available), the requisite holdings for the county libraries compared to the actual holdings are as follows:

County Library	Requisite Holdings (volumes)	Actual Holdings (volumes)
Atlantic	114,920	73,590
Burlington	256,700	126,028
Camden	241,060	175,835
Cape May	50,000	80,922
Cumberland	119,840	52,257
Hunterdon	52,050	58,715
Mercer	78,990	78,069
Monmouth	245,730	152,541
Morris	217,720	338,350
Ocean	98,250	127,075
Somerset	156,140	223,443
Sussex	61,120	102,727
Warren	50,000	44,669

At the end of 1965, six county libraries—Cape May, Hunterdon, Morris, Ocean, Somerset, and Sussex—met the New Jersey County Library standard for holdings of county library headquarters.[6]

The New Jersey County Library standard for acquisitions is "3,000 yearly additions minimum."[7] According to data presented in Table B-2, 12 county libraries added more than 3,000 volumes in 1965.

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[4] New Jersey County Library Standards.

[5] New Jersey Population Estimates - 1965 (Trenton: New Jersey State Department of Conservation and Economic Development, February 1966).

[6] Although 1966 population estimates are not available, in 1966 a seventh county library—Mercer—probably also met the standard of one book per capita. The population of the library's service area was 78,990 in 1965; the library's collection was 87,632 volumes in 1966.

[7] New Jersey County Library Standards.

Only Warren, with an acquisition of 2, 407 volumes, did not quite meet this standard.[8]

The standard for personnel is "One staff member for each 4, 000-5, 000 population. 50% certified as professional librarians. 50% non-professional and clerical, including drivers."[9] On the basis of 1965 population estimates, the requisite personnel of the county libraries compared to the actual staff is as shown below.

	Requisite Staff		Actual Staff	
County Library	Total Staff (range)	Professional Librarians (range)	Total Staff (full-time equivalent)	Professional Librarians
Atlantic	23 - 29	12 - 14	6	0
Burlington	51 - 64	26 - 32	47	9
Camden	48 - 60	24 - 30	15	2
Cape May	9 - 11	4 - 6	6	1
Cumberland	24 - 30	12 - 15	9	3
Hunterdon	10 - 13	5 - 6	10	1
Mercer	16 - 20	8 - 10	12-1/2	1
Monmouth	49 - 61	24 - 30	44	6
Morris	44 - 54	22 - 27	47-1/2	11
Ocean	20 - 25	10 - 12	33	6
Somerset	31 - 39	16 - 20	36	9
Sussex	12 - 15	6 - 8	19	3
Warren	6 - 8	3 - 4	7	0

Although the county libraries of Hunterdon, Morris, Ocean, Somerset, Sussex and Warren had the requisite total personnel in 1966 to meet the standard based on 1965 population estimates, no county library had both the number of total personnel and the number of professional librarians required.

American Library Association Standards for Public Library Systems

The resources of the county libraries were measured against the American Library Association standards for public library systems because, although the county libraries are not called systems, they have a number of system characteristics—such as multi-jurisdictional service areas and headquarters units serving a number of outlets. However, in a preface to the standards for quantities of materials, the 1966 American Library Association publication on standards states

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[8] It should be noted that Warren County Library's acquisitions in 1966 (3, 513 volumes) met this standard.

[9] New Jersey County Library Standards.

> These suggestions assume that the system is designed to serve a minimum population of 150, 000 people, which appears to ensure the most economical and effective use of staff, collections, and funds. When the population is less, there should be the expectation that the population will increase to the 150, 000 minimum in the near future.[10]

These standards, therefore, cannot be used to measure the resources of the eight county libraries that serve populations of less than 150, 000—Atlantic, Cape May, Cumberland, Hunterdon, Mercer, Ocean, Sussex, and Warren. However, in general terms, these eight county libraries cannot be considered as meeting American Library Association standards for public library systems because they do not have the minimum population size considered necessary for optimum operations.

The other five county libraries—Burlington, Camden,. Monmouth, Morris, and Somerset—do serve populations in excess of 150, 000.

The American Library Association holdings standard for public library systems states that "The headquarters should contain at least 100, 000 adult non-fiction titles as a basic collection."[11] Only Camden County Library has data on the number of adult non-fiction titles in its holdings. For the four other county libraries, inferences about the number of adult non-fiction titles in the collections were made based on the data that are available for the total number of titles, adult non-fiction volumes, or total adult volumes.

At the end of 1965, none of the collections of the five county libraries met the American Library Association standard of 100, 000 adult non-fiction titles. Camden County Library, the only library of the five with information on adult non-fiction titles, reported a total of only 31, 294 adult non-fiction titles in its collection as of December 31, 1965. Morris County Library has no record of the total number of adult non-fiction titles in its collection at the end of 1965, but with a total of 90, 000 titles for all holdings, it could not have had the requisite number of adult non-fiction titles. Two county libraries—Burlington and Somerset—have a count of the number of adult non-fiction volumes in their collections at the end of 1965 and Monmouth County Library has a record of the total number of adult volumes, without a breakdown of these volumes into fiction and non-fiction categories. Since the number of adult non-fiction volumes is 45, 615 for Burlington and 71, 135 for Somerset, and the total number of adult volumes is 72, 809 for Monmouth, it is apparent that these libraries could not have had 100, 000 adult non-fiction titles in their collections as of December 31, 1965.

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[10] Minimum Standards for Public Library Systems.

[11] Ibid.

The American Library Association standard for annual acquisitions states that "The headquarters should add approximately 50% of the new adult non-fiction trade titles published in English in the U. S. each year in sufficient duplication to meet needs."[12] According to an article in The Bowker Annual, 1966,[13] 16, 146 new adult non-fiction book titles were published in 1965. In order to meet the American Library Association standard, the county libraries would have had to have purchased half of these, or about 8, 000 new titles.

Three of the five county libraries—Burlington, Camden, and Monmouth—kept records on the adult non-fiction titles acquired during 1965. Burlington bought 2, 837 adult non-fiction titles, Camden bought 1, 337, and Monmouth bought 2, 803. These figures, which are not even half the number of new titles needed to meet the American Library Association standard, probably include retrospective buying and would be less if only 1965 titles were counted.

Morris County Library has information on the total number of titles added during the year, although there is no breakdown of this figure to give data on the number of adult non-fiction titles added. However, since the total number of titles added in 1965 is 5, 137, the library could not have added the 8, 000 adult non-fiction titles necessary to meet the standard.

Somerset County Library also does not have a record of adult non-fiction titles added in 1965. In this case, there is only information on the number of adult non-fiction volumes added—13, 005. Unless Somerset's ratio of adult non-fiction titles to adult non-fiction volumes differed markedly from the ratios in the acquisitions for Burlington, Camden, and Monmouth county libraries, it seems unlikely that Somerset's 13, 005 adult non-fiction volumes added in 1965 represented at least 8, 000 adult non-fiction titles.

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[12] Ibid.

[13] "Book Sales, 1965," The Bowker Annual of Library and Book Trade Information, 1966 (New York, 1966), p. 58.

The American Library Association personnel standard for public library systems states that "One staff member (full-time or equivalent) should be the minimum provision for each 2,000 people in the service area."[14] On the basis of 1965 population estimates for the county library service areas, the requisite personnel for these five county libraries compared to their actual personnel is shown in the following table.

County Library	Requisite Personnel	Actual Personnel (Full-Time Equivalents)
Burlington	128	47
Camden	121	15
Monmouth	123	44
Morris	109	47-1/2
Somerset	78	36

None of the five county libraries shown here had even half the full-time equivalent personnel in 1966 necessary to meet the standard using 1965 population estimates.

Library Development Committee Standards for Area Reference Libraries

Six of the county libraries are also area reference libraries—Burlington, Cumberland, Monmouth, Ocean, Somerset, and Sussex. The standard of the Library Development Committee for holdings for area reference libraries is "A collection of at least 150,000 volumes."[15] Monmouth, with 152,541 volumes at the end of 1965, and Somerset, with 223,443 volumes, met this standard. The 1965 holdings for the other four area reference libraries fall below 150,000, and range from 52,257 for Cumberland to 127,080 for Ocean.[16]

The standard for annual acquisitions of the Library Development Committee is "Annual addition of at least 5,000 (titles) plus annual refreshment of non-book material."[17] These titles are understood to be non-fiction titles. Only Burlington, Monmouth and Ocean have data on the number of non-fiction titles added. The 1965 non-fiction title acquisitions for Burlington were 3,591, for Monmouth 3,561, and for Ocean 4,752; therefore none met the annual acquisitions standard for area reference libraries. The other three county libraries designated as area reference libraries—Cumberland, Somerset and Sussex—have data only on the number of non-fiction volumes added, not on non-fiction titles. Cumberland, with 3,559 non-fiction volumes added in 1965, clearly did not meet the standard for 5,000 non-fiction titles and Sussex added 5,796 non-fiction volumes in 1965, which probably does not represent the requisite 5,000 titles. However, unless in Somerset the ratio of non-fiction titles to non-fiction volumes differed considerably from the ratios for Burlington, Monmouth and Ocean county libraries in 1965, it is probable that Somerset's 21,725 non-fiction volumes met the acquisition standard of 5,000 non-fiction titles.

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[14] Minimum Standards for Public Library Systems, 1966.

[15] Lowell A. Martin and Mary V. Gaver, op. cit., p. 26.

[16] It should be noted that Ocean County Library's collection at the end of 1966 met this standard for holdings.

[17] Lowell A. Martin and Mary V. Gaver, op. cit., p. 27. The published report mistakenly reads, "Annual addition of at least 5,000 volumes..."

The personnel standard for area reference libraries is "A minimum of 8 professional staff members."[18] As shown in Table B-3, only Burlington and Somerset had at least eight professional personnel with library degrees in 1966.

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[18] Ibid.